



***Ballina Shire  
Local Strategic Planning  
Statement 2020 – 2040  
Living in Paradise - Our  
Vision Our Future***

*A Land Use Vision to 2040*

**ballina**  
shire council

(Draft Version 5 – CM19/94388– 10/12/2019)

## Mapping

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# Introduction from our councillors

<p>The Ballina Shire is one of the most beautiful places in New South Wales.</p> <p>Our beaches and waterways are spectacular and the hinterland is equally as breathtaking with hidden waterfalls and creeks, and lush pastures that have sustained families for generations.</p> <p>We are however, as much defined by the strength of our community as we are of our natural environment.</p> <p>As a Council it is our role to protect and enhance our beaches, river systems, bush and natural attractions whilst ensuring we foster sustainable economic development that will provide a wide range of employment and business opportunities.</p> <p>We need to ensure we provide and advocate for facilities, services and infrastructure that caters for the needs of all of our residents, from the young to the elderly.</p>	<p><i>Living in Paradise Our Vision Our Future</i> is our Local Strategic Planning Statement (LSPS) that identifies the community's strategic planning priorities for the next 20 years. It will provide the framework for Council's planning goals, strategies and targets.</p> <p>In developing the LSPS, we referred to the things people had previously told us about what they wanted the Ballina Shire to look like in the future, and what issues are important to them.</p> <p>We spoke to community groups and individuals through surveys, information sessions and workshops, and these conversations helped shaped the LSPS.</p> <p>Prior to the LSPS being finalised it will be subject to additional community consultation which will assist Council to determine the final list of planning priorities and associated actions.</p>	<p><i>Living in Paradise Our Vision Our Future</i> is Council's commitment to working in partnership with our residents, community groups and the State and Federal Governments to realise our vision:</p> <p><i>"The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy"</i></p>
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*“our plan lays the ground work for the Council, our community and other groups, working together, to create a shire that will deliver the best possible future”*

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# About the plan

This Local Strategic Planning Statement (LSPS) has been prepared in accordance with clause 3.9 of the Environmental Planning and Assessment Act 1979 (the EP&A Act).

This LSPS plans for the Ballina community's economic, social, environmental and leadership needs from a strategic land use planning perspective in the 20 year period to 2040.

The 14 Planning Priorities and 50 Actions contained in this LSPS build on the strategic planning actions already contained within Council's Community Strategic Plan 2017 – 2027 (CSP), and the Delivery Program and Operational Plan 2019 – 2023. Actions, which include the review of the Local Environmental Plan in 2020/21, have not been duplicated within the LSPS.

The LSPS is proposed to be reviewed in 2021, in the year following the September 2020 local government elections, concurrently with the review of the CSP. The review will also consider the integration of the LSPS with the CSP.

The LSPS sets ongoing, immediate (0 – 2 years), short (3 to 5 years), medium (5 to 10 years) and long-term (10 years +) action timeframes in which to deliver strategic land use planning priorities.

The LSPS provides a Northern Rivers regional context for the Ballina community. It aligns relevant Directions and Actions within the North Coast Regional Plan 2036 with local planning priorities.

The LSPS builds on planning work found in Council's other plans, studies, and strategies such as Ballina Local Environmental Plan 2012 (LEP), Ballina Shire Development Control Plan 2012 (DCP), contribution plans and place based strategic plans. The LSPS will be considered when these plans are reviewed and updated.

The LSPS consists of descriptions, maps, diagrams and figures which provide context and direction for land use decision making in Ballina Shire.

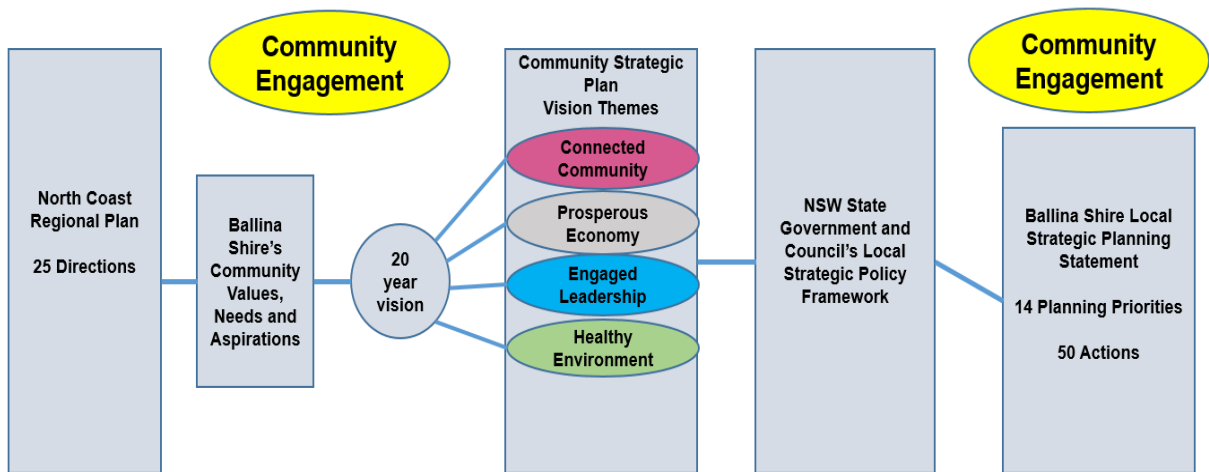
• **The purpose of the LSPS is to:**

- provide a 20-year land use vision for Ballina Shire,
- outline the characteristics which make our area special,
- identify our shared values to be enhanced or maintained,
- direct how future growth and change will be managed,
- implement the North Coast Regional Plan 2036 where relevant to our area, and
- identify where further detailed strategic planning that may be needed.

**Following community consultations the planning priorities and associated actions will be reviewed prior to the LSPS being considered by Council for adoption.**



# Relationship between NCRP, CSP and LSPS



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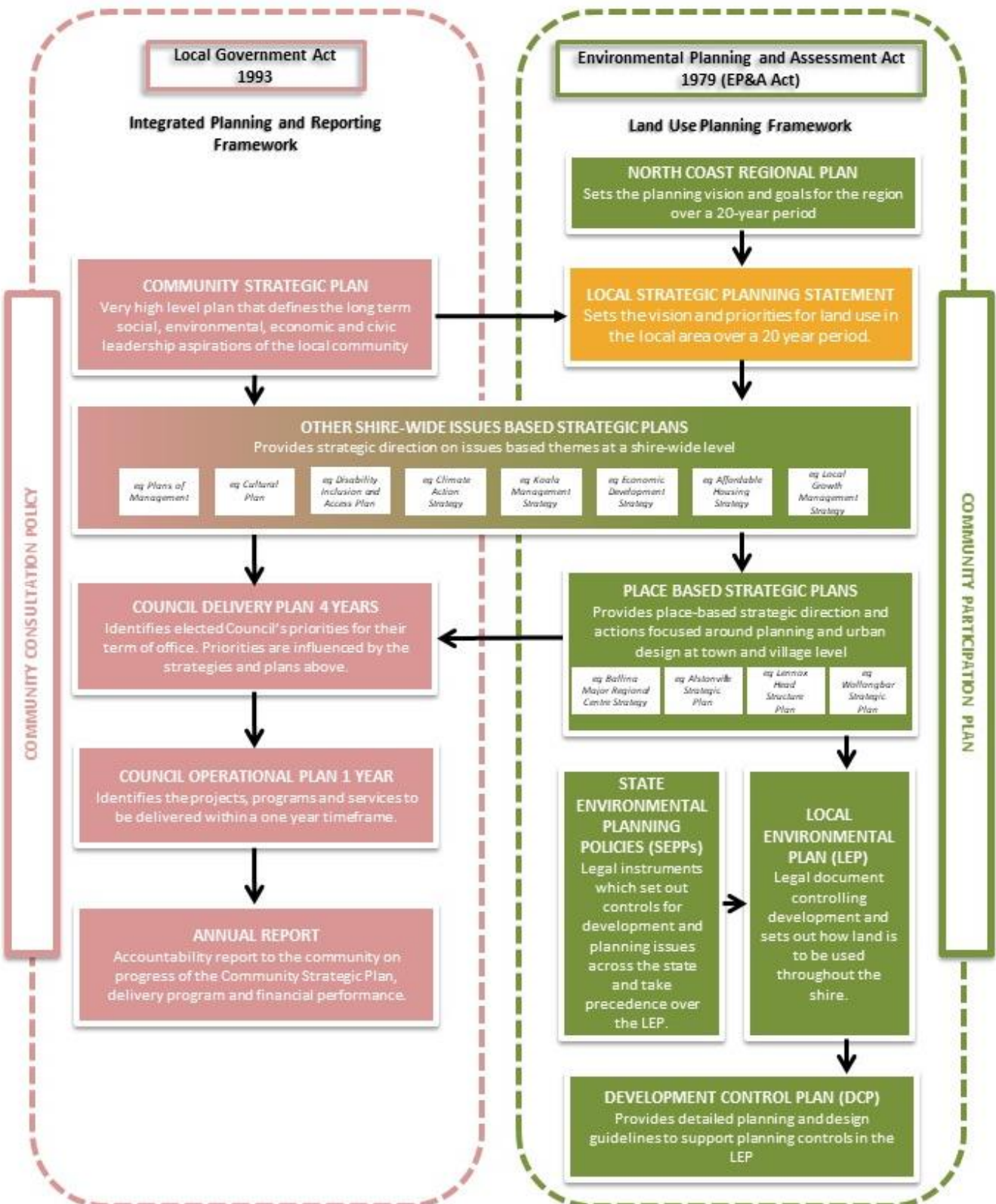
# Policy context

The LSPS gives effect to the North Coast Regional Plan 2036, implementing the directions and actions at a local level. It is informed by other state - wide and regional policies including:

- Northern Rivers Regional Economic Development Strategy 2018 – 2022
- NSW DPI Right to Farm Policy
- NSW OEH Climate Change Policy Framework (2016)
- NRJO Strategic Regional Priorities 2019 - 2022
- NSW OEH North Coast Enabling Regional Adaption Report (2019)

The LSPS works with Council's Community Strategic Plan (CSP), which has a similar but broader purpose on how Council will work to meet the community's needs. The themes of the LSPS align with those contained in the CSP. Planning priorities have been developed to address each of the themes.

The LSPS's planning priorities, strategic directions and actions will provide the rationale for decisions about how we will use our land to achieve the community's broader goals.



# Community Engagement

Council developed the draft LSPS based on community engagement that has previously occurred in association with the Community Strategic Plan (2017) and placed based strategic plans for Ballina (2015), Wardell (2015), Alstonville (2017) and Wollongbar (2019).

Community engagement included the following methods:

- Community meetings and presentations
- Workshops and focus groups
- Pop up shops in shopping centres
- Newspaper articles, radio and television interviews
- Facebook posts
- Letters and emails to residents
- Letter box flyers
- Dedicated web pages
- Community feedback on line surveys

Additional community engagement, as well as State government agency consultation, will be undertaken before the LSPS is adopted by Council. This may result in changes to the planning priorities and actions contained in this draft document and or the incorporation of additional planning priorities and actions.

The draft LSPS was placed on public exhibition from xxxxxx to xxxxxx.

Following the public exhibition, the LSPS was adopted by Ballina Shire Council at its Ordinary Meeting held on xxxxxx.

## What people said

**More affordable housing is needed.”**

**“Limit new house builds in estates”**

**“Attract more employers with good jobs.”**

**“Protect the natural environment from development.”**

**“Increase parkland/leisure space on all future housing developments.”**

**“The communities of Wollongbar & Alstonville want the buffer between them retained.”**

**“I am concerned at the continual encroachment on prime agricultural land for urban development.”**

**“It shouldn’t be over populated.”**

**“We need seniors living area in the centre of town”**

**“Allowing medium density on the bigger blocks will allow more folk to live in the village.”**

# Local Context

## Our place in our region

Ballina Shire is located in the Northern Rivers region of NSW as shown on the location plan contained within Figure 3. It is located 780 km (8.5 hours drive) north of Sydney and 230 km (2 hours drive) south of Brisbane.

## Location Plan

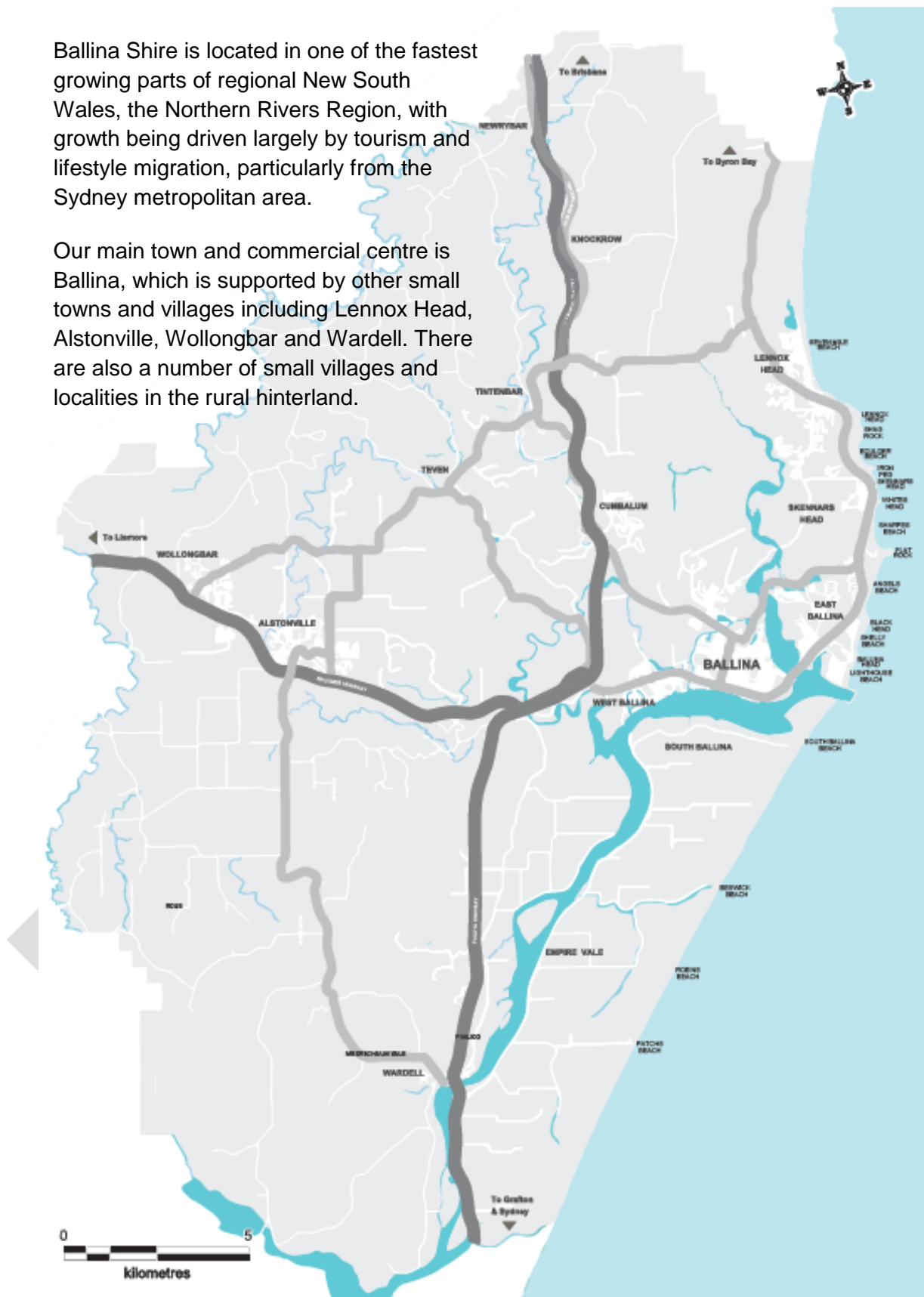
(Ballina Shire Outlined in red. Northern Rivers outlined in blue)



## Our Shire

Ballina Shire is located in one of the fastest growing parts of regional New South Wales, the Northern Rivers Region, with growth being driven largely by tourism and lifestyle migration, particularly from the Sydney metropolitan area.

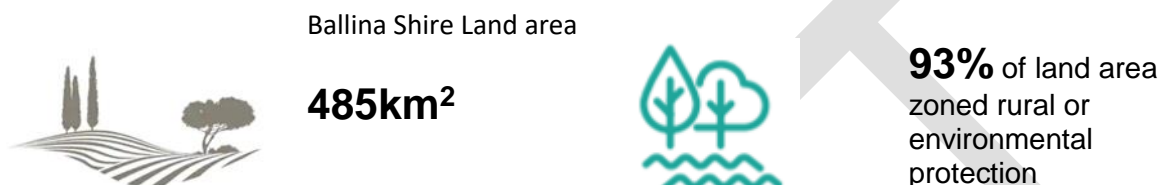
Our main town and commercial centre is Ballina, which is supported by other small towns and villages including Lennox Head, Alstonville, Wollongbar and Wardell. There are also a number of small villages and localities in the rural hinterland.





Ballina Shire's beautiful natural environment of coastline, waterways, rainforests, wetlands, and the amenity of the rural hinterland are the foundation of Ballina Shire's attractiveness as a popular residential and tourist destination. Additionally, the mild sub-tropical climate, moderate rainfall and productive soils provide the foundation for a varied and productive agricultural base.

Our coast, the Richmond River and the Alstonville Plateau and escarpment are the standout geographic features in the shire. Their associated waterways, natural habitats, farming landscape and cultural and heritage values, along with the beaches and ocean, help to define our place and communities.



Ballina Shire is well serviced by high quality infrastructure including the Pacific Motorway and the Bruxner Highway, the Ballina-Byron Gateway Airport, parks and modern sporting facilities such as the Ballina Indoor Sports Centre, and other leading edge urban services such as the NBN and state of the art waste water treatment facilities.

Ballina Shire's urban centres are also well designed, with good connectivity (by roads and pathways) and have abundant open space<sup>1</sup>.

The Pacific Motorway provides a two lane separate motorway linking Ballina with the Gold Coast (1hr) and Brisbane (2hrs).

South Eastern Queensland has a population of 3.5 million which is forecast to increase to in excess of 5 million by 2040. This provides Ballina Shire with a huge market place on our doorstep.

Ballina Byron Gateway Airport (BBGA) provides direct jet access to Sydney and Melbourne.

BBGA passenger numbers have increased by an average 8% per annum from June 2010 to 529,000 in June 2018. If this growth continues then passenger numbers will exceed 1 million by 2030. Infrastructure works valued in excess of \$56 million are planned in the period to 2030 to cater for this growth<sup>2</sup>.



By 2040 Ballina Byron Gateway Airport may be Australia fastest growing regional airport with **international connections**

<sup>1</sup> The 2019 Draft Ballina Sports and Recreation Facilities Plan estimated that there was 2.79ha of sports park open space for every 1,000 people in Ballina Shire. This exceeded the benchmark 1.7ha nominated in the 2008 Open Space Strategy.

<sup>2</sup> Ballina Byron Gateway Airport Master Plan 2030 refer Appendix 1 for cost estimates.

The social environment of Ballina Shire is also seen as a key strength, in particular with respect to the general friendliness of our community, as well as diverse level of skills and education of our residents.

### **Ballina Shire Locational Advantages**

- Beautiful natural and coastal environments.
- Mild subtropical climate.
- The region's 'clean and green' reputation.
- Laid back lifestyle character and community.
- Diverse and productive agricultural base – “Food Bowl Region”.
- Creative, resourceful, skilled and diverse workforce.
- Cycle and pedestrian friendly residential estates.
- Proximity to South Eastern Queensland – 1 hour to Gold Coast and 2 hours to Brisbane by car.
- Ballina – Byron Gateway Airport – direct flights to Sydney, Melbourne, and Newcastle.
- Connections to the Bruxner Highway and Pacific Motorway.
- High standard public and private educational facilities including Ballina Coast High School and Wollongbar TAFE and the nearby campus of the Southern Cross University at Lismore.



North Creek arm of the Richmond River (Image Terry Ferguson)

## Our Community



By 2040  
**8,700**  
 people  
 (Population 53,100  
 people)



By 2040  
**28%** (24% in  
 2020)  
 Of people are aged  
 65+  
 (+ 4,500 people)



By 2040  
**4,400**  
 Dwellings  
 (19,104 dwellings in  
 2016)



Capacity for  
**5,000**  
 Lots  
 (Land already zoned  
 residential)

Ballina Shire's population is forecast to increase by approximately 8,700 persons, or 19.6% growth, at an average annual change of 0.90% between 2020 and 2040.

Our population in 2020 is estimated as 44,400 people. This is expected to increase to about 53,100 by 2040 when over 28% of our residents are expected to be over the age of 65 years.

There will be 24,600 dwellings in 2040 or an additional 4,400 dwellings compared to 2020. This represents an average annual increase of 220 dwellings in the 20 year period.

Undeveloped residential zoned land is considered sufficient to accommodate planned growth to 2040 with maximum capacity for in excess of 5,000 lots.

No new residential release areas, outside of those areas identified as Investigation Areas – Urban Land in the North Coast Regional Plan 2036 (Refer Appendix 3), have been identified in this LSPS.

Housing choice opportunities may be created in established areas by permitting various forms of low rise medium density housing such as dual occupancy in the period to 2040.

We are proud of our cultural heritage, with just over three percent of our residents identifying as Aboriginal and Torres Strait Islanders

## Our Economy



Gross Regional Product  
**\$1.95 billion**  
2018



Local Jobs  
**17,261**  
2018



Local Businesses  
**4,500**  
2018



Tourism generates  
**\$200.8 million**  
annually  
2016/17



Largest Employer  
**3,124 jobs**  
Health Care and  
Social Assistance  
2017/18



Agriculture, Forestry &  
Fishing Output Value  
**\$185.2 million**  
2017/18

Ballina Shire's role as a live-work destination is underpinned by enhanced road links to South Eastern Queensland through the Pacific Motorway, as well as increasing passenger air services linking the region with major cities, including Sydney and Melbourne, through the Ballina-Byron Gateway Airport.

Ballina Shire's Annual Gross Regional Product was estimated at \$1.95 billion in 2018 and we supported almost 4,500 local businesses, which provided 17,600 local jobs.

Health Care and Social Assistance is the highest gross value added (GVA) industry in Ballina Shire, generating \$203 million GVA in 2017/18 and providing 3,124 jobs.

GVA is a measure of an industry's contribution to the economy measured by subtracting the cost of the inputs into production from gross revenue.

The services sector accounts for the majority of jobs in the Shire, with 17.7 percent of the workforce employed in health care and social assistance jobs and 12 percent employed in the retail sector.

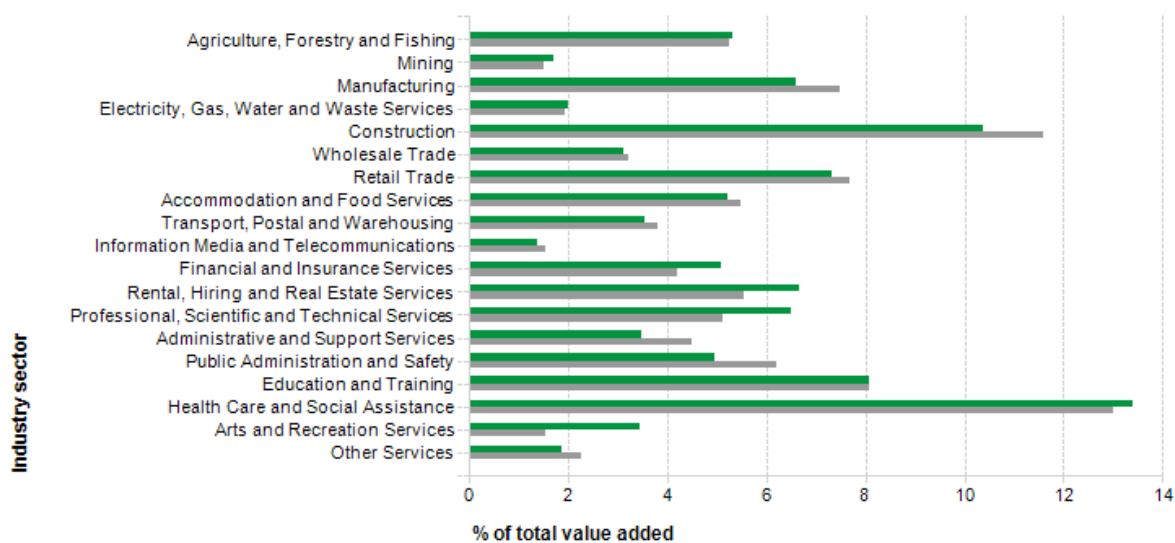
We have a diverse industry base including construction, tourism, agriculture, forestry and fishing and manufacturing.

In the period to 2040 Health Care and Social Assistance is anticipated to experience ongoing growth due to Ballina Shire's ageing demographic profile. Tourism is also expected to increase significantly due to the growth of South Eastern Queensland and active marketing of Ballina as a premier destination within NSW.

Diagrams below a comparison of the value added per industry sector and the changes that have occurred in the 5 year period between 2012/13 to 2017/18.

### Value added by industry sector 2017/18

■ Ballina Shire ■ Northern Rivers

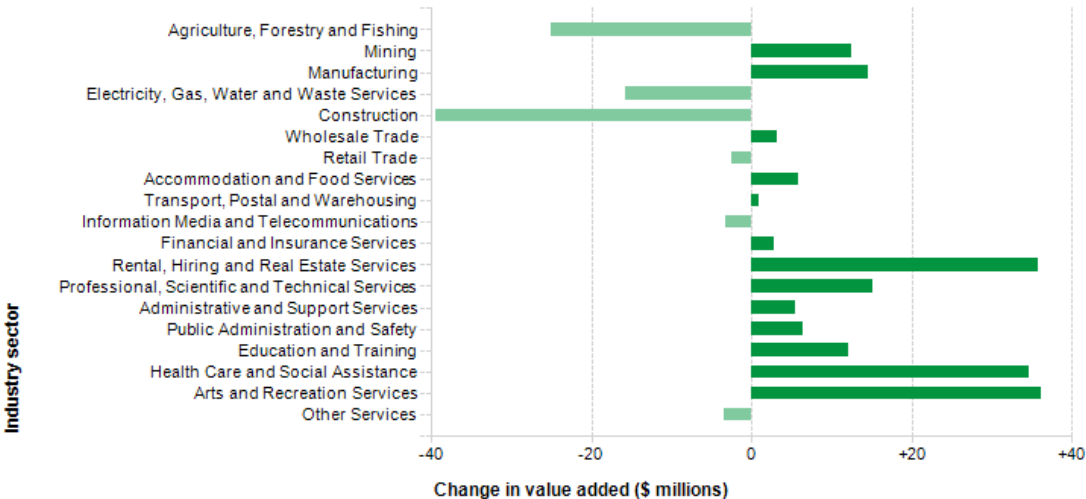


Source: National Institute of Economic and Industry Research (NIEIR) ©2018  
 Compiled and presented in economy.id by .id the population experts



# Change in value added by industry sector, 2012/13 to 2017/18

Ballina Shire



Source: National Institute of Economic and Industry Research (NIEIR) ©2018  
 Compiled and presented in economy.id by .id the population experts



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# Land use planning context

## Ballina Shire Strategic Planning Framework

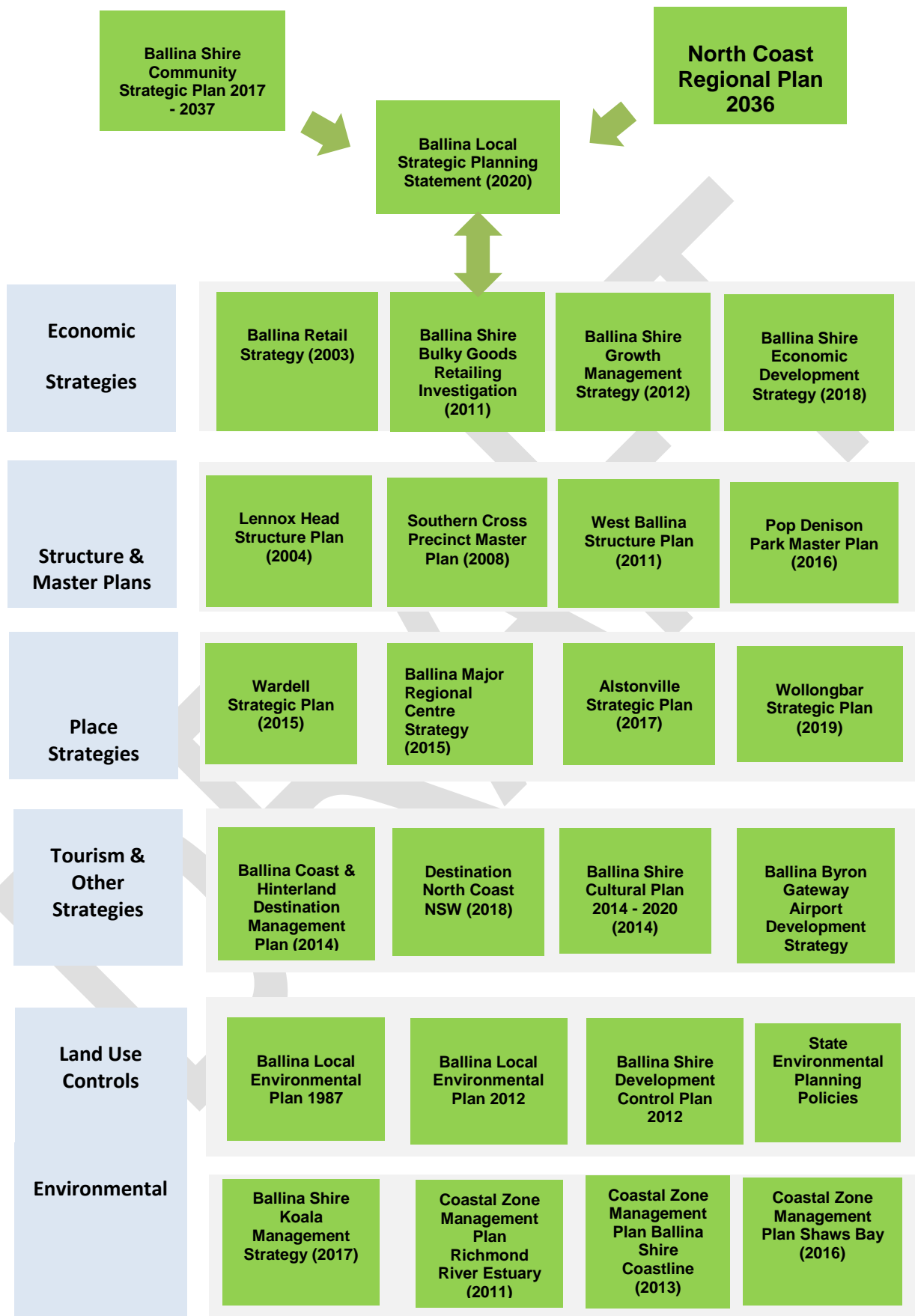
The North Coast Regional Plan 2036 (NCRP2036), prepared by the NSW Department of Planning Industry and Environment, identifies Ballina as a Strategic Centre. It recognises the growing regional importance of Ballina in terms of residential development, transport, tourism, retail, health, financial and professional services.

Strategic planning in Ballina Shire is influenced by a broad range of plans, policies and strategies. This is known as the strategic planning framework. In 2019 work commenced on enhancing this framework through the preparation of a shire wide Biodiversity Strategy and a review of the Climate Action Strategy 2012-2020.

Strategic and land use planning within Ballina Shire is already substantially aligned with the Directions and Actions contained within the NCRP 2036. This alignment is detailed in Appendix 4 which references activities nominated in the 2019/2023 Delivery Program and Operational Plan, actions already completed and actions proposed through the planning priorities detailed in this LSPS, and the Directions contained within the NCRP 2036.

For the above reason the LSPS concentrates on identifying areas in which additional resources may be directed to bring about further alignment between State based planning directions and local area planning actions, strategies and outcomes.

# Ballina Shire Strategic Planning Framework





The following extract from the 2018 *Ballina Shire Economic Development Strategy* provides additional context around the role and relevance of some of the documents contained within the strategic planning framework as well as resulting planned outcomes:

*Place based strategies provide the framework for Council's infrastructure delivery programs. These programs have delivered a high standard of infrastructure provision including an integrated and high quality local road network, sustainable water supplies, sewerage capacity and investments in strategic airport infrastructure.*

*The growth in housing demand is largely accommodated, through Council's Local Growth Management Strategy (2012), in major planned land releases in Lennox Head, Cumbalum/Kinvara and Wollongbar. Ballina Shire has sufficient residential land supplies identified to cater for 20-30 years of forecast demand, at current rates of development.*

*Council's long term planning for commercial and industrial development is based upon a retail centre hierarchy for the Shire. The hierarchy establishes the Ballina Town Centre and the Kerr Street Retailing Precinct as the primary retail centres for the Shire, and indicates that these facilities should be protected and consolidated at the top of the retail hierarchy.*

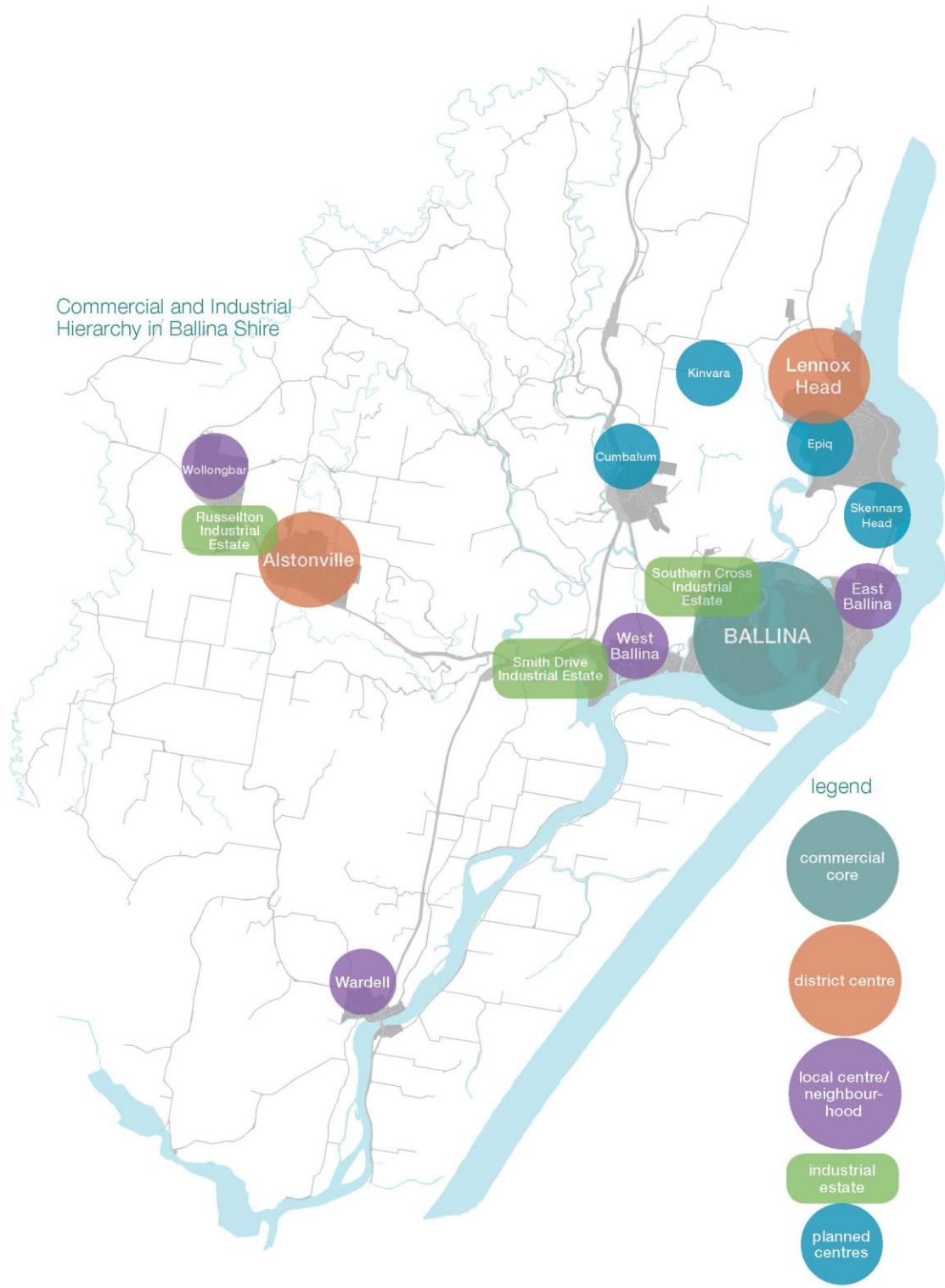
*The current hierarchy is shown in the Commercial and Industrial Hierarchy diagram. Additional retail facilities of a neighbourhood/local scale are planned for the Cumbalum urban release area and Skennars Head expansion area in the future. There is also a light industrial estate planned on the northern side of Lennox Head and a neighbourhood shopping centre (being a second retail area) in the Epiq development at Lennox Head.*

*The commercial hierarchy is also supplemented by a range of quasi-retail activities and bulky goods outlets located within the Southern Cross, Clark Street and Russellton Industrial Estate (Alstonville) areas, as well as dispersed bulky goods activity along the former Pacific Highway, Kerr Street (eg Super A-Mart and Good Guys).*

*In addition to the central facilities located in Ballina, surrounding localities also include a variety of smaller scale commercial areas, in East Ballina, West Ballina, Lennox Head and Alstonville, with a smaller neighbourhood shopping centre in Wollongbar. Modest levels of retail services are also provided in the Shire's rural villages such as Wardell, Newrybar and Tintenbar.*

*Within the rural environment, the land use planning system preferences commercial activities that compliment or are compatible with primary production. Commercial uses that conflict with or might in some way constrain agricultural activities are generally discouraged.*

# Commercial and Industrial Hierarchy Ballina Shire 2019



## **Living in Ballina Shire - Population Growth and Housing**

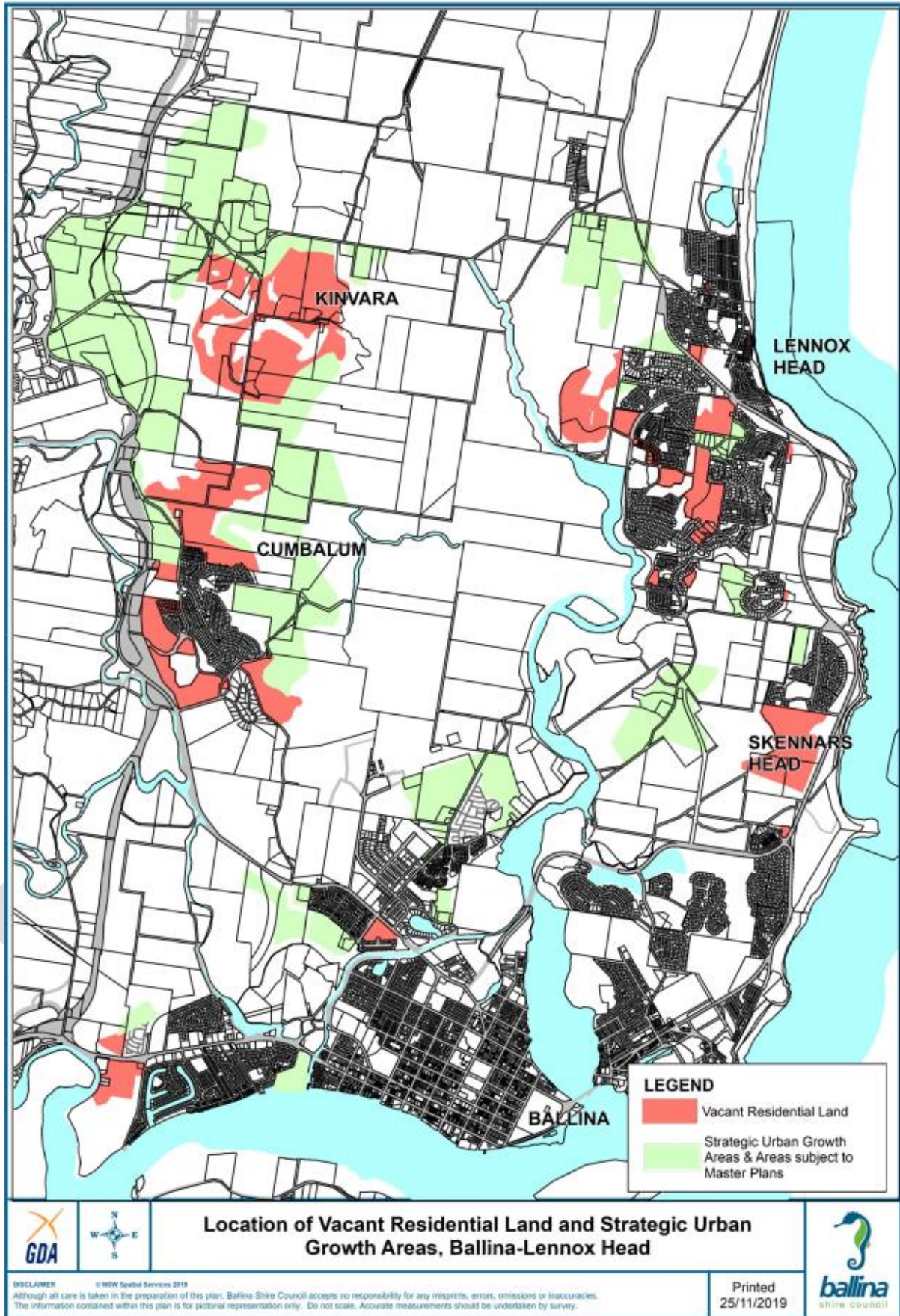
In the period to 2040 the Shire will need to accommodate in excess of 8,700 people who will require an estimated 4,400 additional homes.

The increase in population and dwellings will be accommodated largely in existing zoned residential release areas located at Cumbalum, Kinvana, Lennox Head, Skennars Head, Ballina Heights, West Ballina and Wollongbar. Initial planning for these areas commenced in the early 2000s. In total these areas occupy approximately 480 hectares and have been estimated to yield between 3934 and 5,303 residential lots. This number of lots represents approximately 20 years of residential land supply.

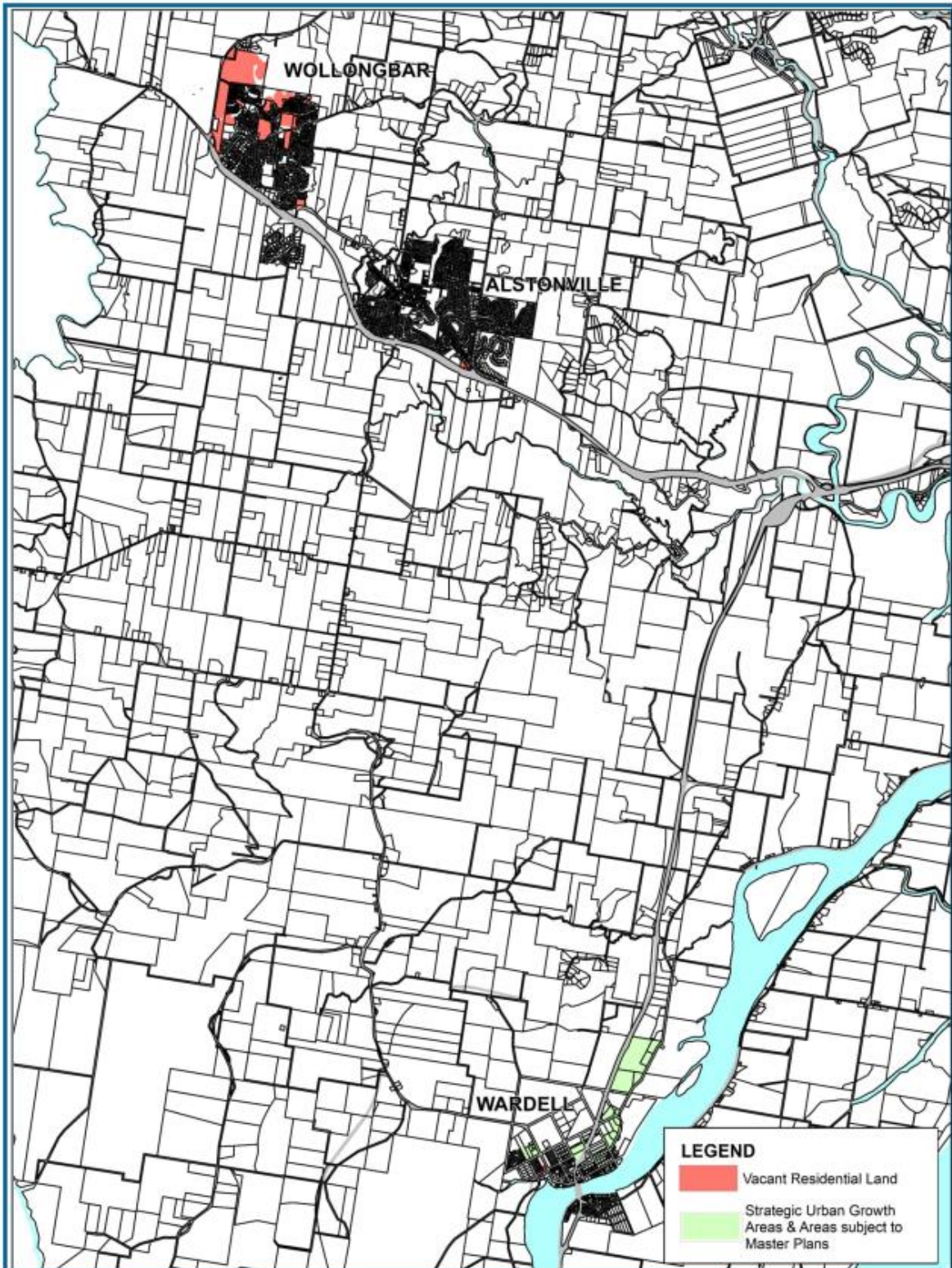
Additional potential for residential lots exists within identified Strategic Urban Growth Areas (SUGA). The Ballina LEP 2012 incorporates SUGA designated areas. Areas designated as a SUGA require further investigation to determine their suitability for urban uses. This investigation occurs through the planning proposal (rezoning) process.

Approximately 118 hectares of undeveloped SUGA designated land, potentially suitable for residential purposes, exists. If all this land is found to be suitable for residential purposes, it has the potential to yield 890 – 1,228 residential lots.

**Location of Vacant Unsubdivided Residential Land and Strategic Urban Growth Areas**



**Location of Vacant Unsubdivided Residential Land and Strategic Urban Growth Areas Plateau Villages and Wardell**



		<p><b>Location of Vacant Residential Land and Strategic Urban Growth Areas, Plateau Villages &amp; Wardell</b></p>	
<p><small>DISCLAIMER © NSW Spatial Services 2018 Although all care is taken in the preparation of this plan, Ballina Shire Council accepts no responsibility for any misprints, errors, omissions or inaccuracies. The information contained within this plan is for pictorial representation only. Do not scale. Accurate measurements should be undertaken by survey.</small></p>		<p>Printed 25/11/2019</p>	

A significant portion of the SUGA designated land is constraint affected. Constraints such as high biodiversity value, flooding, and bush fire risk have been estimated to impact potential lot yields. For this reason the potential lot yield per hectare of this land has been reduced below the target 15 lots per hectare referenced in the 2012 Ballina Shire Growth Management Strategy. Estimated yields average between 7.5 and 10.4 lots per hectare. Depending on the location of the SUGA yields as low as 0 to 4 lots per hectare have been estimated.

An estimate of dwelling / lot yields from infill development (dual – occupancy and multi-unit housing) occurring within established residential areas has been incorporated within the following table.

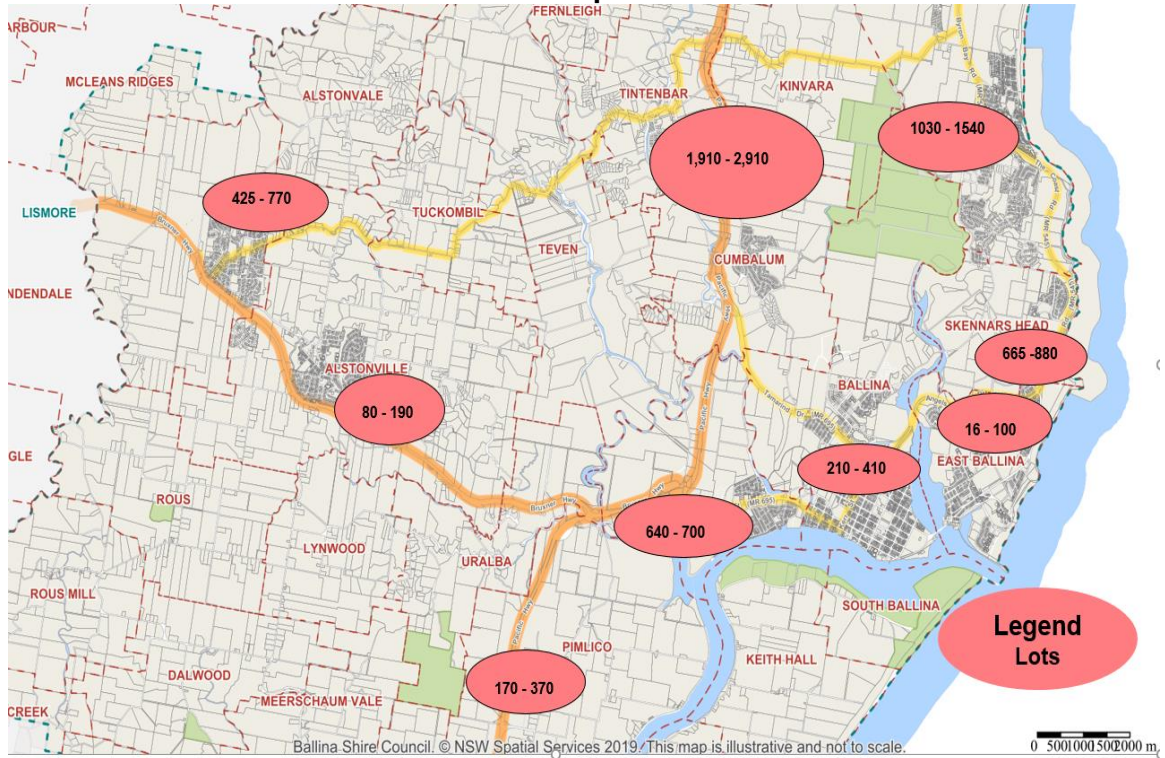
#### Ballina Shire Residential Land Supply Estimate July 2019

Location	Potential Greenfield Residential Zoned Lots	Greenfield Area (ha)	Potential Lots on SUGA Land	SUGA Area (ha)	Potential Infill Lots To 2040	Total Number Potential Lots
Ballina	67	5ha	80	10ha	60 - 260	207 - 407
East Ballina	16	0.6ha	-	-	0 - 84	16 - 100
West Ballina	250	14.25ha	390	11ha	0 - 63	640 - 703
Cumbalum / Kinvara	1907 - 2908	268.8ha	-	-	0 - 63	1907 - 2971
Lennox Head	849 - 979	84ha	52 - 80	20ha	126 - 483	1027 - 1542
Skennars Head	400	44.7ha	244 - 457	61ha	21	665 - 878
Alstonville	20	0.8ha	-	-	63 - 168	83 - 188
Wollongbar	425 - 662	54.4ha	-	-	0 - 105	425 - 767
Wardell	-	-	124 - 221	16ha	42 - 126	166 - 368
<b>Total</b>	<b>3934 - 5303</b>	<b>472.55ha</b>	<b>890 - 1228</b>	<b>118ha</b>	<b>312 - 1373</b>	<b>5,136 – 7,924 lots<sup>1</sup></b>

<sup>1</sup> Excludes 67 Skennars Head Road, Skennars Head, proposed 147 manufactured homes which is the subject of a planning proposal lodged with Council in October 2019.

These figures are based on estimated annual development yields extrapolated over a 20-year period. In many cases they range from a low of 0 which indicates that no current opportunities are considered to exist.

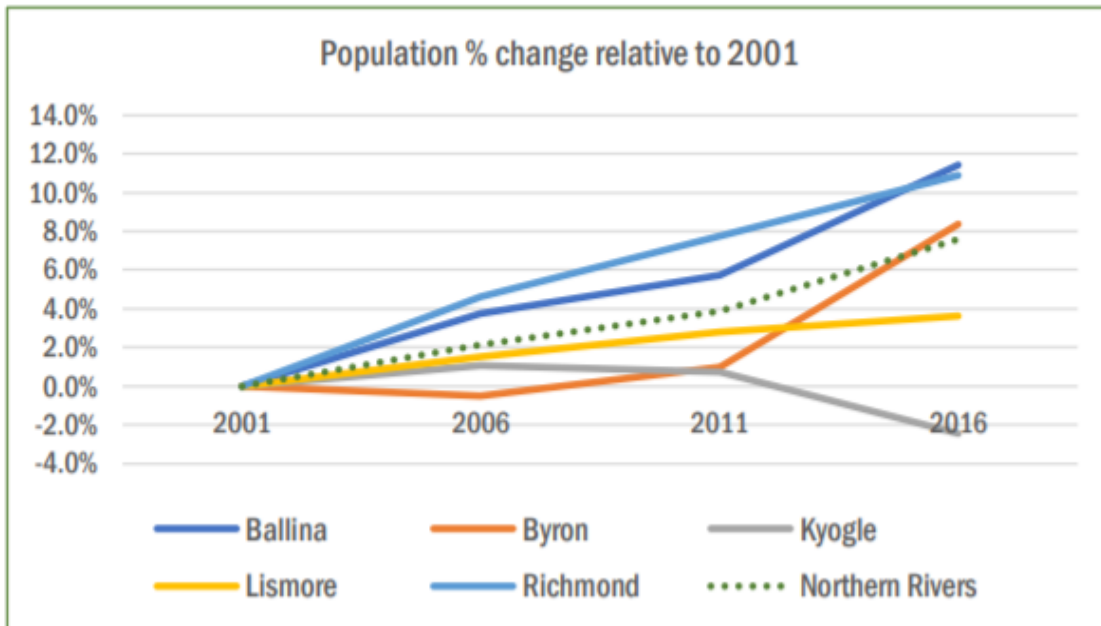
## Location and estimated Lot Yield of Anticipated Residential Growth



In the period 2001 to 2016 Ballina Shire had the highest rate of population increase in percentage terms (+11.4% or 4,773 people) of the five Northern Rivers local government areas (excluding Tweed Shire).

The diagram below shows graphically how the Ballina Shire population has increased compared to other Northern Rivers councils<sup>3</sup>.

### Northern Rivers Local Government Areas Population Change



<sup>3</sup> Figure 11 extracted from Northern Rivers Regional Economic Development Strategy 2018 – 2022 p8  
29

In the period to 2040 the population of Ballina Shire is anticipated to increase at an average annual rate of 0.9%. Apart from minor adjustments to the Shire's urban growth area boundaries, as shown in the NCRP 2036, no further releases of land for residential purposes are considered required as of December 2019.

As our population increases, the qualities that make our shire special, such as our productive farmland and our natural environment, will need to be preserved. The LSPS details some of the strategies required to be developed so as to ensure that this is achieved.

### Living in Ballina Shire – Demand for Employment Space

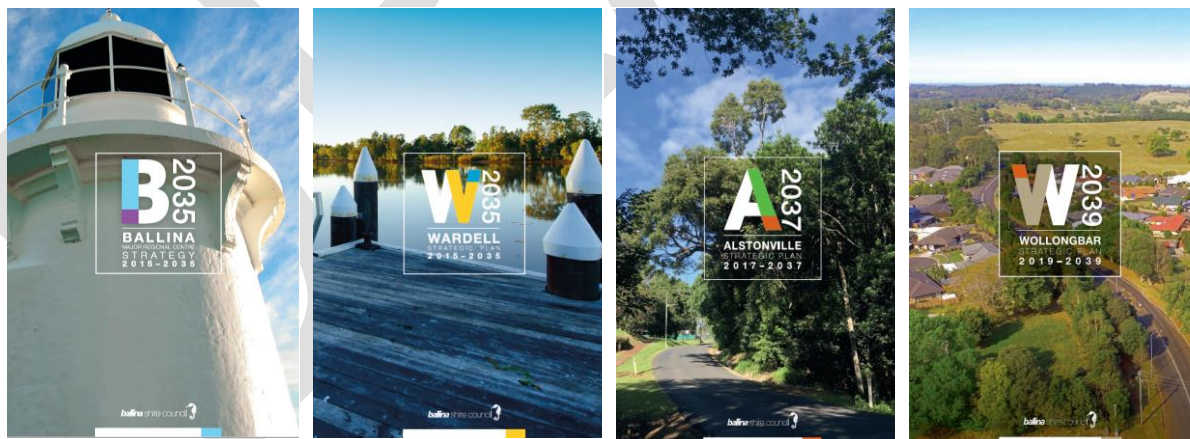
The Ballina Commercial Centres and Employment Lands Strategy (Hill PDA2019) estimates a requirement for the expansion of employment land uses over the next 20 to 25 year period to meet local job demands. The predicted demand for employment land includes:

- 49,000m<sup>2</sup> of additional retail space,
- 37,000m<sup>2</sup> of additional office space, and
- Up to 50ha of additional industrial zoned land. The bulk of which is envisaged to be located in Lennox Head and Southern Cross Industrial Estate.

[Additional data and diagrams to be inserted here once the HillPDA report is finalised]

### Place Based Strategic Plans

In 2014 Council commenced a process aimed at reviewing strategic planning work undertaken for the Shire's towns and villages in the early 2000s. The resultant strategic plans provide a framework for strategic planning decision making over a 20-year period.



Place based strategic plans are monitored annually for progress and specific actions are incorporated within the Delivery Program and Operating Plan.

Each placed based strategic plan is proposed to be reviewed at a maximum of 5 yearly intervals.

Work on the Lennox Head Strategic Plan commenced during 2019. The first stage of this is the Lennox Village Vision project, which aims to deliver a strategic vision for the Lennox

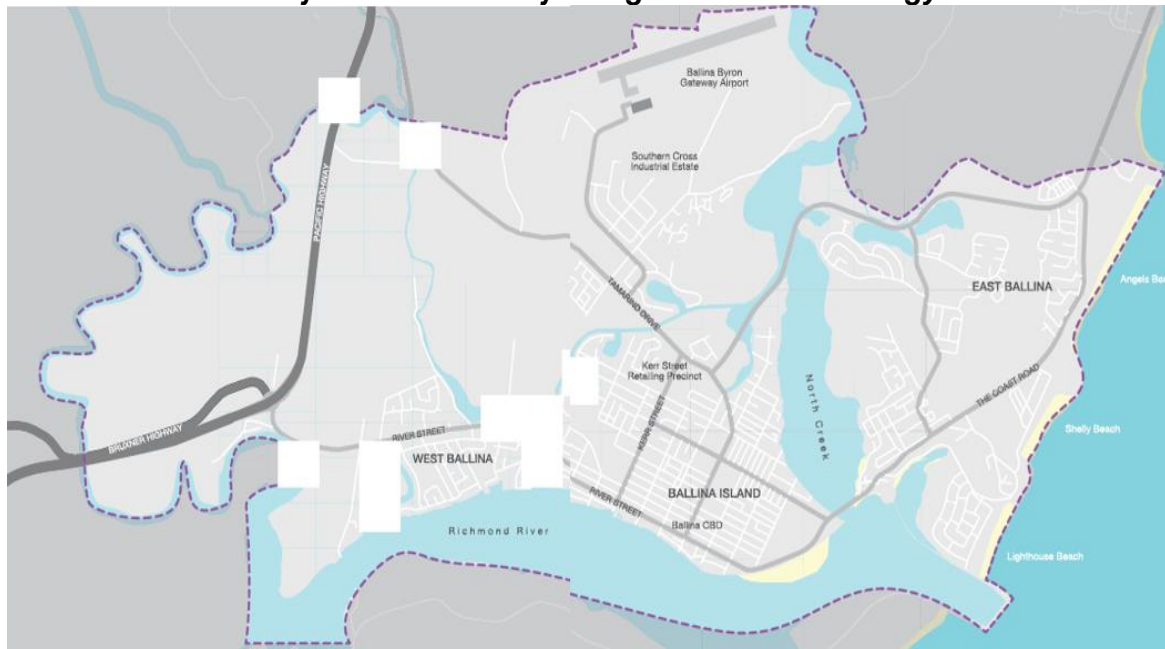


Village centre. Additional work is programmed to commence in 2020, which will provide a broader review of the 2004 Lennox Head Structure Plan.

## **Ballina Major Regional Centre Strategy 2015 – 2035**

The strategy applies to Ballina, East and West Ballina.

### ***Location of Area Subject to Ballina Major Regional Centre Strategy***



The strategy was prepared in 2015 to respond to the NSW Government's Far North Coast Regional Strategy 2008 – 2031 that designated Ballina as a Developing Major Regional Centre.

The North Coast Regional Plan 2036 now designates Ballina as the only Strategic Centre on the Far North Coast. Tweed Heads and Lismore are designated as Regional Cities.

The Ballina Major Regional Centre Strategy (BMRCS) contains the strategies that will enable Ballina to consolidate its position as a Strategic Centre on the Far North Coast of NSW.

The BMRCS contains 97 actions. The following strategies are considered of more significance for the LSPS:

*A2.3 Review the demand and supply situation for the recreational needs in the Shire and provide for projected future needs.*

*(Comment: The draft Ballina Shire Sports and Recreation Facility Plan is on public exhibition until 18 December 2019)*

*B3.2 Create a civic centre precinct incorporating features such as town square, Council administration, gallery, library, meeting rooms and performance space in association with the development of cafes, and compatible retail uses.*

*B3.3 Encourage new CBD development to orientate, where possible, to the Richmond River through the introduction of precinct specific development controls and incentives.*

*B3.7 Consolidate existing commercial development opportunities in the CBD rather than relying on lateral expansion.*

*B3.8 Encourage residential development in the CBD to bring more life and activity to Ballina's commercial centre, particularly in the evenings. Also F1.1 Encourage increased residential development in the CBD.*

*(Comment: Ballina LEP 2012 was amended in October 2019 to permit residential flat buildings in the B3 zone in association with ground floor activation.)*

*B4.7 Pursue opportunities for the development of a food value-adding industry cluster in the Southern Cross Industrial Estate.*

*(Comment: A new IN2 Light Industrial zone may be incorporated within Ballina LEP 2012 and applied to part of the proposed Southern Cross Industrial Expansion area located to the south of the Ballina Byron Gateway Airport. This zone is intended to facilitate the establishment of food related industries as well as a broader range of entertainment and tourist style uses.)*

*C3.5 Develop an agreement with Aboriginal community representatives on protocols for promoting the Aboriginal culture of the Ballina Shire.*

*C4..4 Maintain the existing planning framework for controlling the bulk and scale of buildings, whereby taller buildings are limited to the CBD areas and in proximity to open space areas away from the water's edge and coastal reserve, with low density development predominating elsewhere.*

*D2.1 Deliver strategic road network connections between North Ballina and Lennox Head (North Creek Road) and between North Ballina and West Ballina (Western Arterial).*

*D2.2 Undertake an audit of car parking demand and supply within Ballina CBD and ensure sufficient car parking spaces are available to meet growing demand.*

*D2.3 Facilitate the development of a freight transport logistic centre in an appropriate location with accessibility to highway and airport infrastructure.*

*D2.6 Facilitate improvements to infrastructure to facilitate cycling for commuting.*

*D3.2 Identify a preferred site for a large upstream marina facility and / or maritime industry precinct.*

*(Comment: A Master Plan for West Ballina Trawler Harbour site was completed in 2017.)*

*E3.3 Plan for climate change adaption for residential buildings over the short to medium term.*

### **Alstonville Strategic Plan 2017 – 2037**

The Alstonville Strategic Plan (ASP) applies to the area shown by the blue outline in the diagram below. This area correspond with the Alstonville suburb boundaries (SSC) as used by the Australian Bureau of Statistics for the 2016 Census.

The ASP was adopted by Council in December 2017.

## **Location of Area Subject to Alstonville Strategic Plan 2017 – 2037**



The strategic planning process for Alstonville found that under existing planning controls the village had a maximum population potential of approximately 6,600 people (5,739 in 2016).

The ASP incorporates a range of village consolidation initiatives. These include permitting dual occupancy development on certain R2 zones lots, expanding the R3 zone in close proximity to the commercial centre, and permitting an increase in residential densities for R3 zoned lots depending on proximity to the commercial centre.

The new housing initiatives proposed by the ASP are designed to maintain annual population growth within the range of 0.5 to 0.75% in the period to 2037. Whilst this is below the predicted 0.9% per annum for Ballina Shire it is envisaged it will appropriately respond to the demand for new housing in Alstonville as well as providing additional housing choice.

The ASP contains 19 actions with the following action issues considered of significance for the LSPS:

1. *Retention of the inter-urban break between Alstonville and Wollongbar.*
4. *Consider the expansion of heritage provisions within Ballina Shire DCP 2012.*
6. *Initiation of a planning proposal to permit dual occupancy development within the R2 zone upon lots having an area of 900m<sup>2</sup> or more.  
(Comment: Planning proposal prepared and awaiting finalisation November 2019.)*
9. *Amendment of Ballina Shire DCP 2012 to increase densities in the R3 zone based on distance from the Alstonville commercial centre.*
10. *Initiation of a planning proposal to rezone certain R2 Low density zoned land to R3 Medium Density.*
15. *Reviewing of planning controls to ensure farm based tourism initiatives are permitted.*

(Comments: In November 2019 a planning proposal and associated draft DCP were exhibited which provide for the low scale retail sale of manufactured goods produced in approved rural industries located on land within the RU1 Primary Production zone and RU2 Rural Landscape zone.)

*19. Mapping and describing Big Scrub remnant areas within and near Alstonville.*

**Wollongbar Strategic Plan 2019 – 2039**

The Wollongbar Strategic Plan (WSP) applies to the area shown by the blue outline in the diagram below. This area correspond with the Wollongbar State Suburb boundaries (SSC) as used by the Australian Bureau of Statistics for the 2016 Census.

The WSP was adopted by Council in June 2019.

***Location of Area Subject to Wollongbar Strategic Plan 2019 – 2039***



The strategic planning process for Wollongbar estimated annual population growth between 2016 and 2038 of 2.65% (forecast.id). It is estimated that by 2038 the population of Wollongbar would increase to approximately 5,000 people (2,828 people in 2016.). This would require an additional 850 dwellings to be constructed.

Subject to land zoned for residential purposes within the Wollongbar village area being subdivided there is sufficient land available to accommodate the projected increase in population.

Providing for additional employment land within the Russellton Industrial Estate, to provide additional local job opportunities, for the increasing population of Wollongbar and Alstonville, has been identified as an emerging issue. This issue is addressed by the WSP through an

action which proposes the evaluation of an additional 23 hectares of rural which adjoins the industrial estate for industrial suitability.

The WSP contains 13 actions with the following action issues of particular significance for the LSPS:

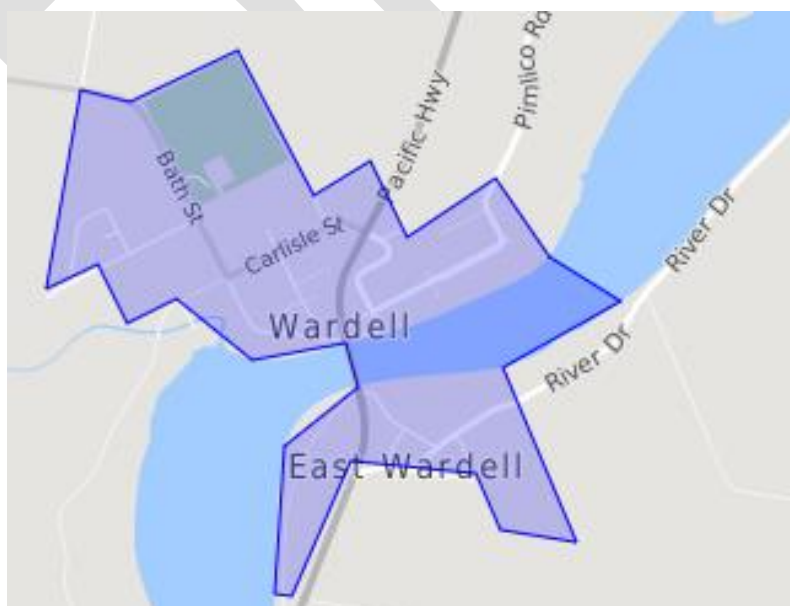
1. *Maintenance of the rural buffer between Wollongbar and Alstonville.*
2. *Review community infrastructure proposed in Council's Developer Contribution Plans.*
6. *Initiate a planning proposal to permit attached dual occupancy development on certain R2 zoned lots.*
7. *Rezoning of the Wollongbar business area from B1 Neighbourhood Centre to B2 Local Centre.*
8. *Evaluate the potential for certain land adjoining the Russellton Industrial Estate to enable industrial development.*
9. *Consider LEP amendments for 5 Smith Land (R2 to R3) and for 246 to 250 Lismore Road (service station use).*
13. *Maintain the amount of commercial zoned land in Wollongbar.*

### **Wardell Strategic Plan 2015 – 2035**

The Wardell Strategic Plan 2015 – 2035 (WSP) was prepared over the land area shown by blue outline in the diagram below. This area corresponds to the Wardell Urban Centre Locality (UCL) boundaries utilised by the Australian Bureau of Statistics for the 2011 Census.

The WSP was adopted by Council in January 2016.

### **Location of Area Subject to Wardell Strategic Plan 2015 - 2035**



The WSP contains 29 actions. Of particular significance for the LSPS are the following actions issues:

*Action 22 - Investigate opportunities to increase the amount of zoned business land within Wardell Village (extension of the B1 Neighbourhood Business zone in Richmond Street Wardell Village between Sinclair and Swamp Street, and along Bridge Drive from Sinclair Street to the Pacific Highway bridge).*

*Action 23 - Consider the desirability, and an appropriate mechanism, for permitting attached dual occupancy development within the R2 zoned, non-flood prone areas of Wardell Village. (Comment: A planning proposal has been prepared which is the subject of ongoing consultation with the NSW Rural Fire Service.)*

*Action 24 - Initiate a planning proposal for the rezoning of SUGA designated properties located within and adjacent to the boundaries of Wardell Village (does not include SUGA area 1 with frontage to Pimlico Road). (Comment: A planning proposal in respect to 1 property, 17 Bath Street, has been finalised. Planning proposals for the remaining SUGA areas have not yet been the subject of an LEP amendment application initiated by landowners.)*

*Action 25 - Investigate the appropriateness of a B6 Enterprise zone for residential zoned properties, with frontage to the Pacific Highway or within 50 metres of the Highway, on the northern side of the Richmond River. (Comment: This action will commence after the Pacific Highway has bypassed Wardell.)*

*Action 28 - Consider a planning proposal for the rezoning of SUGA Area 1 with frontage to Pimlico Road (where the landowner seeks to advance the rezoning). (Landowners have not yet initiated this action.)*

The WSP provides opportunities for the village to grow beyond its current limits. The areas identified as potential village expansion areas were the nominated Strategic Urban Growth Areas (SUGA) as designated within Ballina LEP 2012. Land constraints such as bush fire risk, flooding and ecological factors are the major constraints considered to limit additional residential development within the existing village and the designated SUGA areas.

The North Coast Regional Plan 2036 nominates the delivery of housing at Wardell as a regional priority.

### **Rural Settlement Character Statements**

In 2014 Rural Settlement Character Statements (RSCS) were prepared for the rural hamlets and localities in Ballina Shire. The following 10 rural localities were examined to define their locality and features:

Newrybar; Tintenbar; Cabbage Tree Island; Patches Beach; Meerscham Vale; Rous; Rous Mill; Fernleigh; Empire Vale; Keith Hall and South Ballina.

## Selected Visual Character Elements of Ballina Shire's Rural Hinterland



Each of these rural communities were invited to attend public meetings and make comments on the issues that were considered to impact the community and the qualities that made these localities special.

The resultant RSCSs are designed to be used as a tool to inform future strategic planning of Ballina Shire's rural hinterland.

Rural residents identified a variety of strategic planning issues have been summarised in the table below together with the manner in which these issues have been responded to as of December 2019:

### Rural Strategic Planning Issues and Responses

Issue	Response
A need for additional on farm dwelling opportunities.	Ballina LEP 2012 Amendment 34 (December 2017) permits detached dual occupancy within the RU1 and RU2 zone.
Support for farmers markets and roadside stalls.	Ballina LEP 2012 Amendment 37 (July 2018) permits road side stalls as exempt development. Panning Proposal 19/004 exhibited in November 2019 proposes to permit farm gate retail activity by permitting low scale retail sale of manufactured goods produced in approved rural industries within the RU1 and RU2 zone.
Connectivity concerns relating to a need for infrastructure such as shared pathways linking schools with hamlet facilities.	Alstonville (2017) and Wollongbar (2019) Planning and Environmental Studies and associated Strategic Plans all identify a need for better connectivity of community facilities with the places where people live.

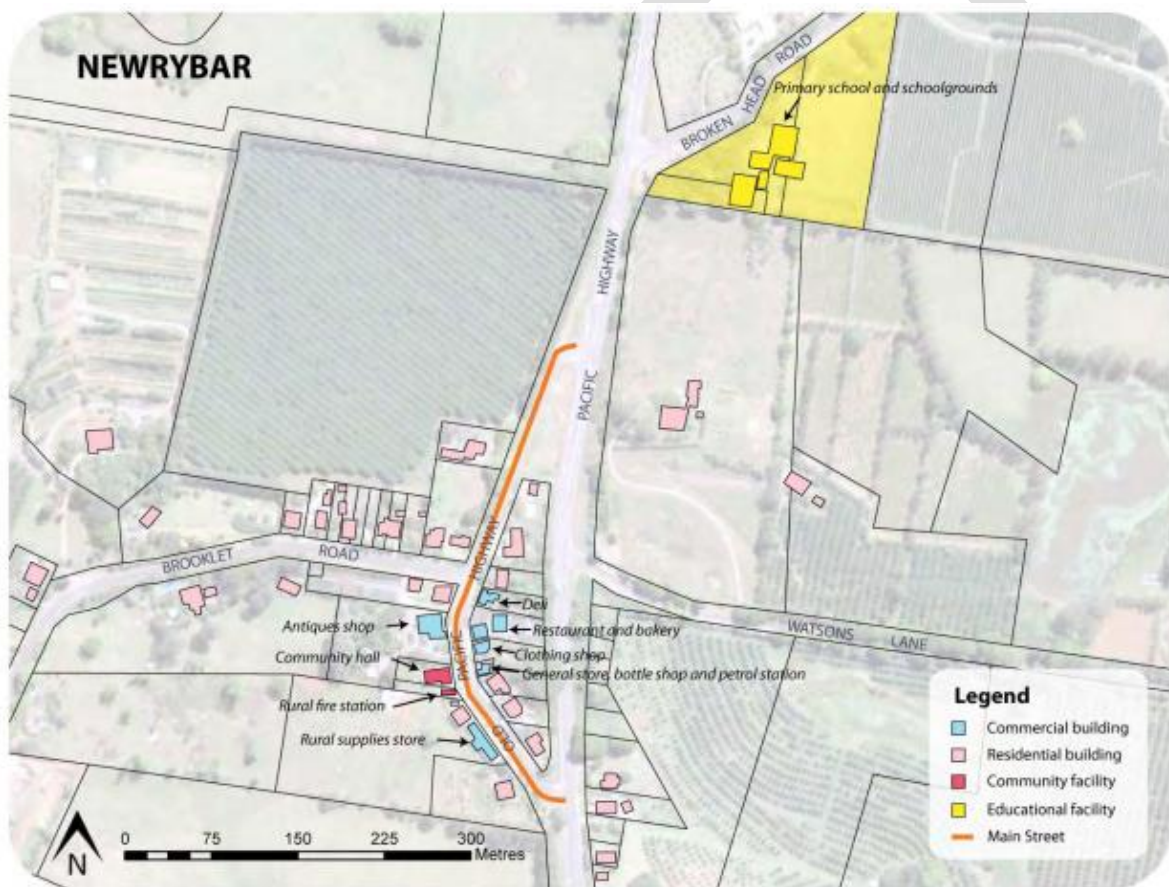
Need to protect important and viable agriculture and horticultural activities from the encroachment of rural lifestyle lots.

Planning Priority 10 of this LSPS proposes the protection and enhancement of productive agricultural lands through the development of a Ballina Shire Agricultural Land Use Strategy.

The following section provides a brief locality summary for each of the rural localities within Ballina Shire together with strategic actions of relevance for this LSPS.

### Newrybar

Newrybar is a small hamlet located on the western side of the old Pacific Highway (Hinterland Way) approximately mid-way between Ballina and Byron Bay.



The hamlet contains a number of buildings which may have local historical value. A restaurant, bakery, deli and an antiques shop are located within the hamlet and assist to establish Newrybar as a tourist destination.

Residents identify Newrybar as a place with a strong sense of community, and they consider the quiet rural atmosphere and historic old-world charm of the locality to be distinguishing features that they want to keep.

Newrybar in 2019 is coming under increasing pressure for development and expansion to capitalise on its tourist destination status. Issues such as a lack of town water and sewerage



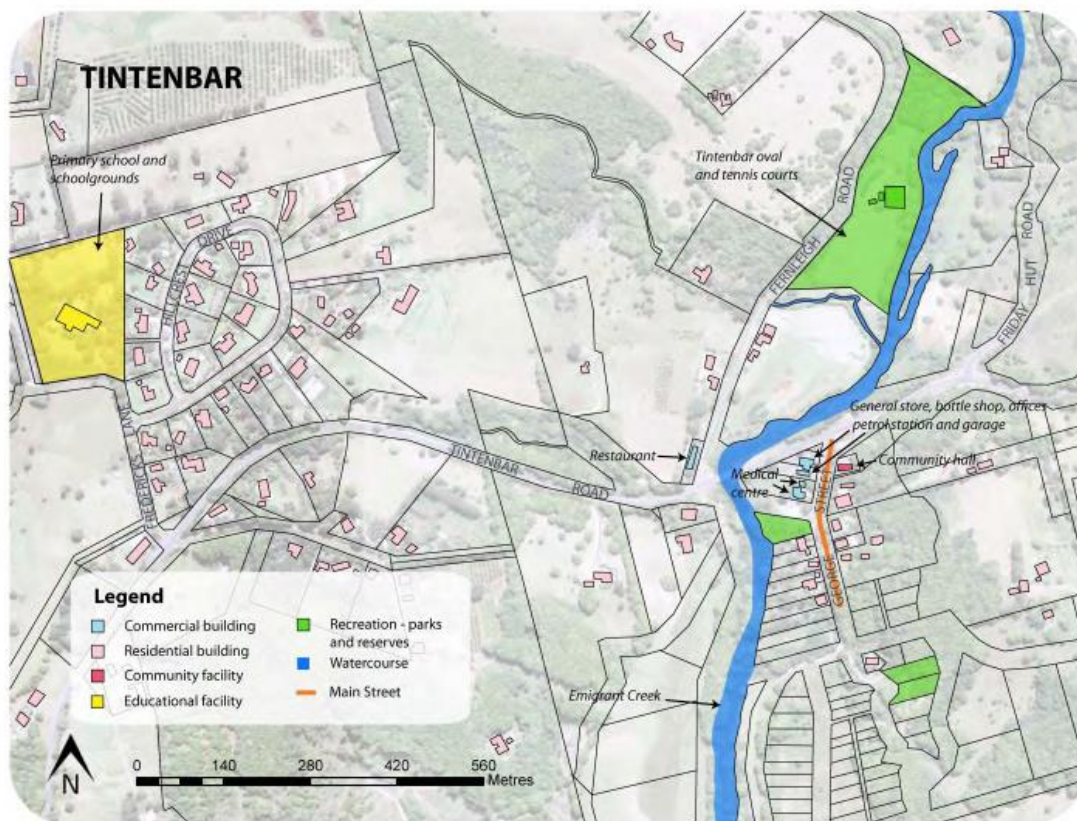
facilities are major development constraints as is the 7(c) Environmental Protection Water Catchment zoning applicable to the hamlet and surrounds under the provisions of Ballina LEP 1987.

Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Maintain the heritage and low scale character of the village with simple and fair planning controls.
- Provide a shared path connecting the village to the school for safe access for kids.

## Tintenbar

Tintenbar is a small, historic, rural hamlet characterised by heavily vegetated steep slopes leading down to Emigrant Creek. The hamlet centre is located in George Street near the intersection of Tintenbar Road where a hall, general store and medical centre are located.



Tintenbar – Teven Public School has the largest rural school population (approx. 160 in 2018) within Ballina Shire.

The community of Tintenbar values the quiet rural atmosphere of the hamlet but at the same time wants to ensure that the level of activity within its central precinct is maintained.

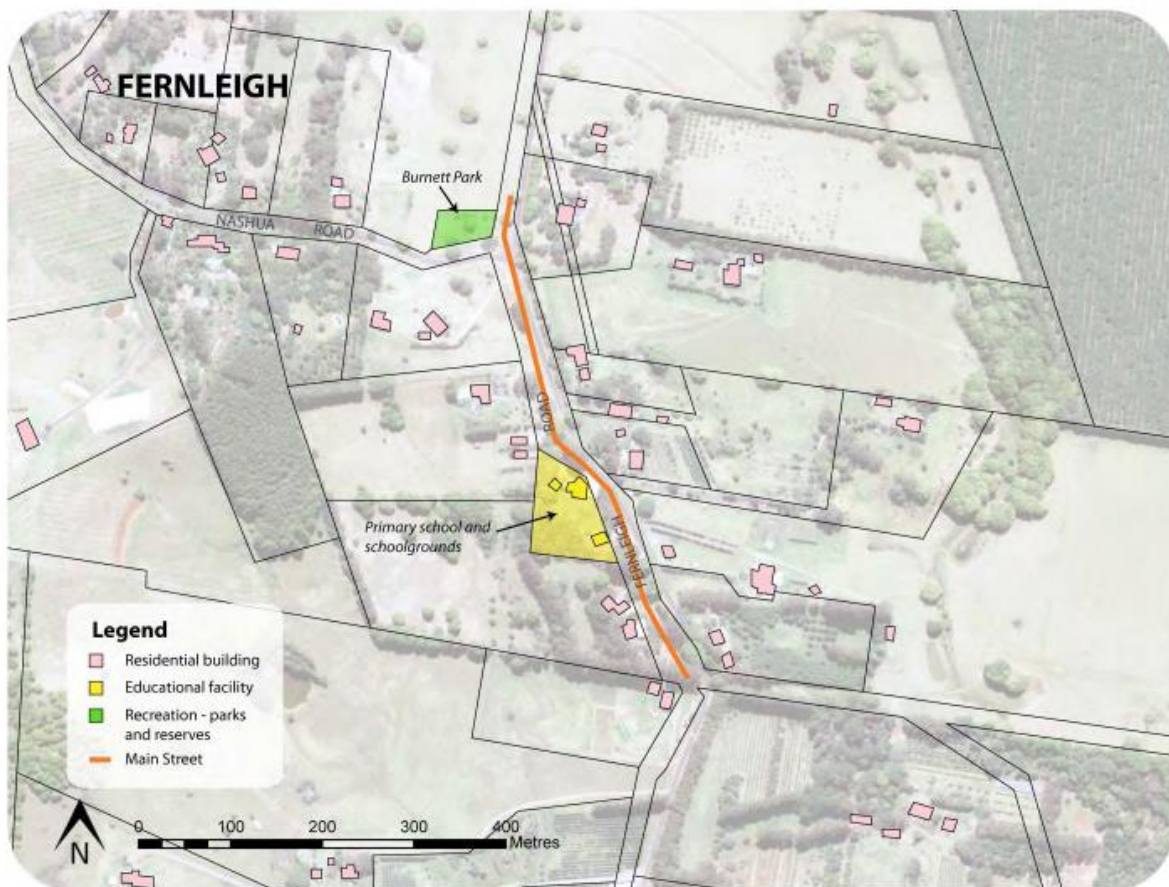
Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Provide improved rural housing options to retain population.
- Keep the locality low density and low rise to retain its rural charm, but reconsider dwellings on rural lots close to the hamlet centre to support the level of services.

- Consider dwelling entitlements on existing small lots where access and services are appropriate.
- Permit detached rural dual occupancy where services and access are appropriate.
- Consider shared path between George Street and the sports fields.

## Fernleigh

Fernleigh is a small, rural locality along the Fernleigh Road, half way between Tintenbar and Newyrbar. It is characterised by open rolling hills with a sense of elevation and views. The community considers the quiet atmosphere and beautiful undulating rural landscape make Fernleigh a special place.

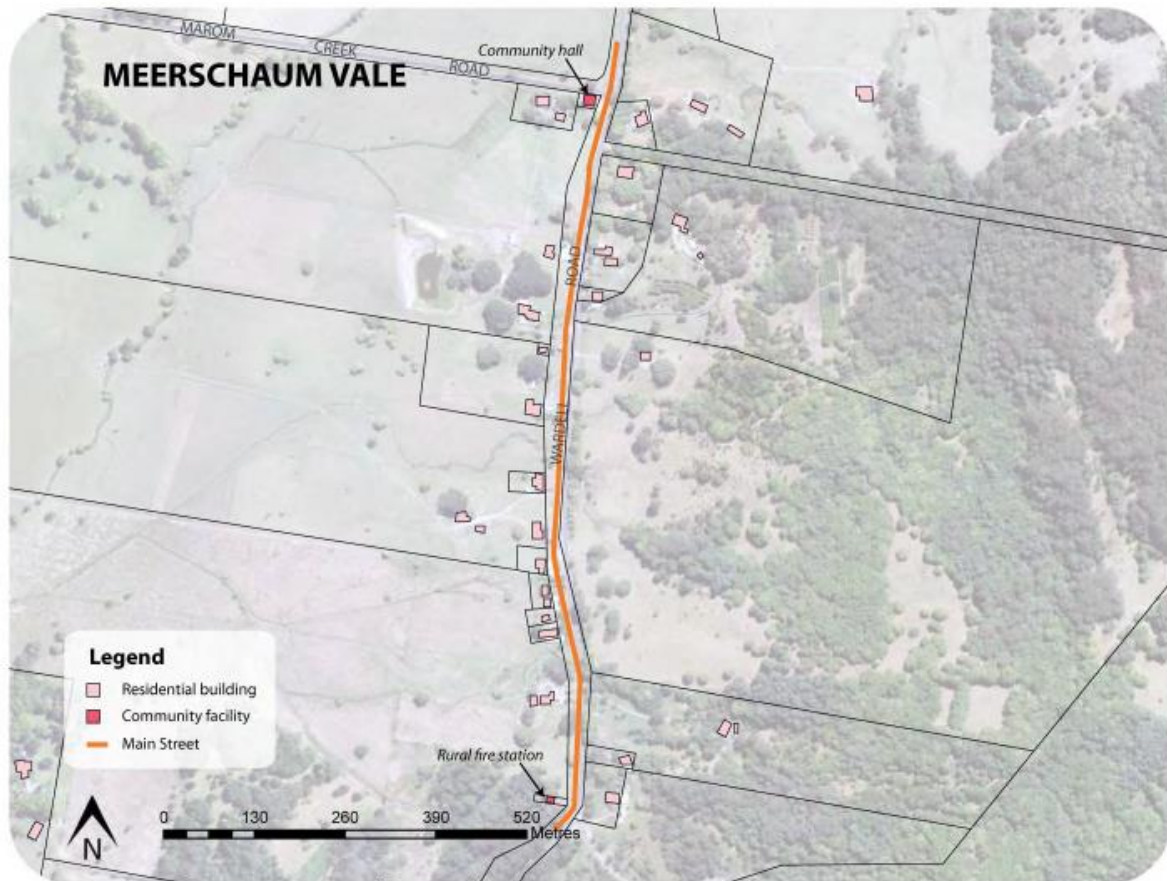


Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Consider a shared path along Fernleigh Road to link school with surrounding farms.

## Meerschaum Vale

Meerschaum Vale is a small rural locality along Wardell Road, characterised by open rolling hills and a broad flat valley that marks the edge of the Tuckean Swamp and the Richmond River floodplain.



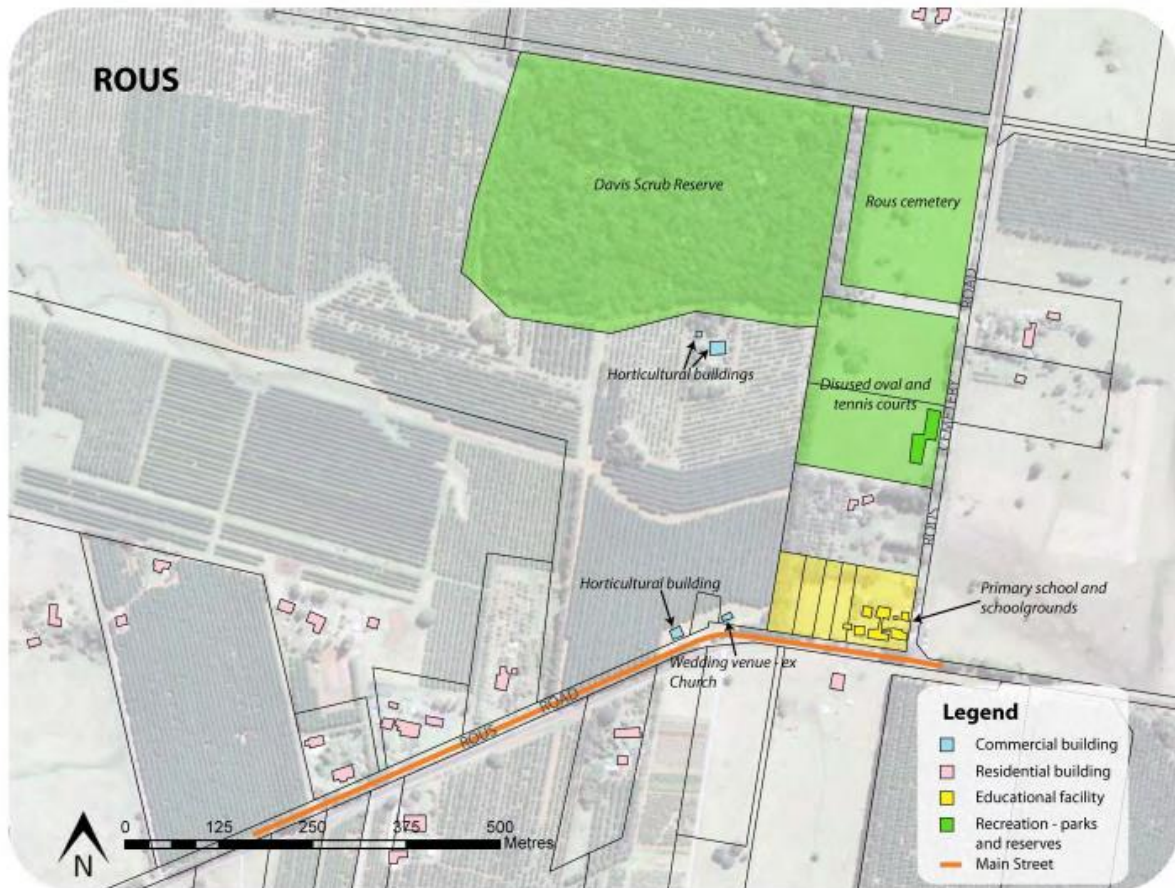
Meerschaum Vale is considered to be a close and caring community that embraces residents of all ages and backgrounds. There is a passion for the natural environment and a passion for the locality to remain small and rural.

Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Permit farmers markets on community land and roadside stalls on private land on a merit basis.

## Rous

Rous is a small, rural locality in the vicinity of Rous Road, characterised by open elevated grazing land, large horticultural areas and pockets of remnant rainforest such as the Davis Scrub Reserve. It is a friendly community that retains an emphasis on commercial agriculture based on the fertile red plateau soils.



Local employment includes wholesale plant nurseries.

Residents of Rous value the low density atmosphere, swimming at Marom Falls, roadside stalls that sell fresh fruit and vegetables, and community gatherings at the school and hall.

Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Permit farmers markets on community land and roadside stalls on private land on a merit basis.

## Rous Mill

Rous Mill is a small rural locality with a genuine village feel. It is located in elevated red soil country on either side of Youngman Creek in the vicinity of Rous Mill Road.



The main community focus is the Rous Mill hall which is located opposite the previous Uniting Church. The Church was sold in 2018 to a local artist.

Rous Mill is a friendly, accepting community that is characterised by dwellings on small village sized lots that reflect its past history as a much larger sugar milling town complete with rail line.

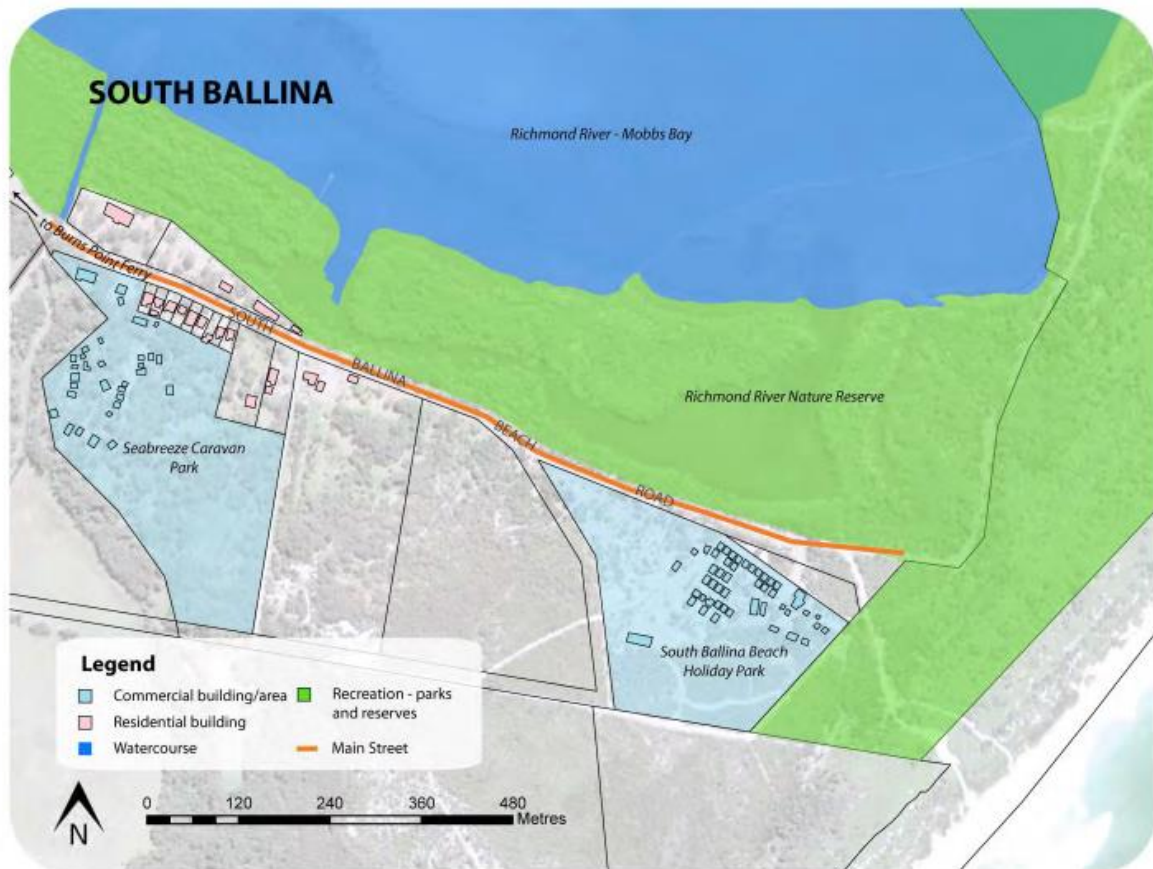
Rous Mill retains an emphasis on commercial agriculture based on fertile red soils and reliable rainfall.

Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Consider secondary dwellings on land for families, and affordable housing.
- Permit farmers markets on community land and roadside stalls on private land on a merit basis.
- Protect viable and important agriculture and horticulture from encroachment from lifestyle lots.

## South Ballina

South Ballina is a small rural locality at the tip of the South Ballina peninsula. South Ballina has a long history of agriculture and tourism. It is located in flat, alluvial, sandy soils. Its land uses include sugar cane farming, a sand quarry, two caravan parks, and areas of native vegetation along the river, mainly in the Richmond River Nature Reserve.



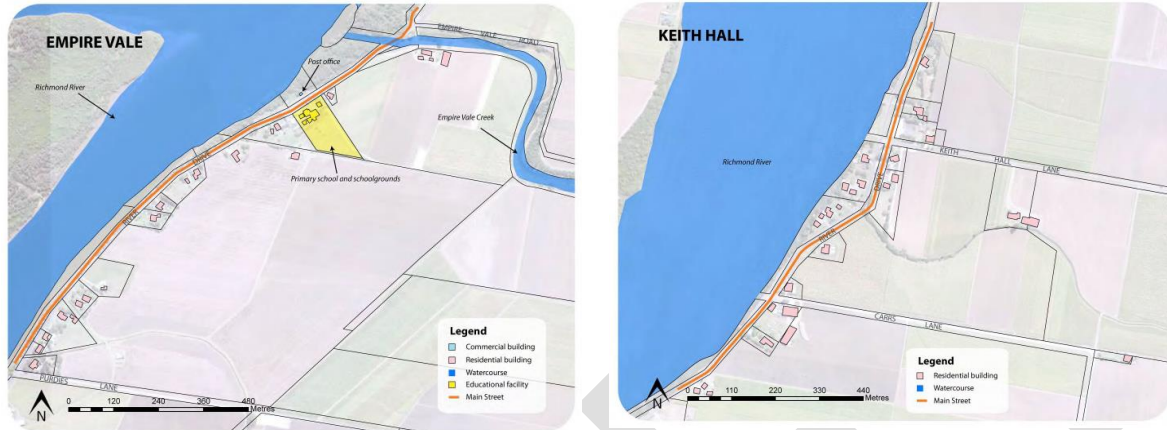
The community places a high value on its ferry service. Residents have indicated that they feel like they are living where the Richmond River meets the sea. Getting the best of both environments including dolphin and whale watching, fishing, surfing and four wheel driving on the beach.

Potential Strategic Actions identified in the RSCS of relevance for the LSPS:

- Protect viable and important agriculture and horticulture from encroachment from lifestyle lots.

## Empire Vale / Keith Hall

Empire Vale / Keith Hall is a small rural locality at the tip of the South Ballina peninsula. The locality has a strong history of agriculture. It is characterised by large areas of open flat sugar cane land and areas of native vegetation along the Richmond River.



The areas also contains intensive horticultural enterprises with large scale greenhouse hydroponic production of salad vegetables including cucumbers and lettuce.

The area is characterised by dwellings located either on significant cane farms or on small clusters of concessional lots cut from cane farms in the past.

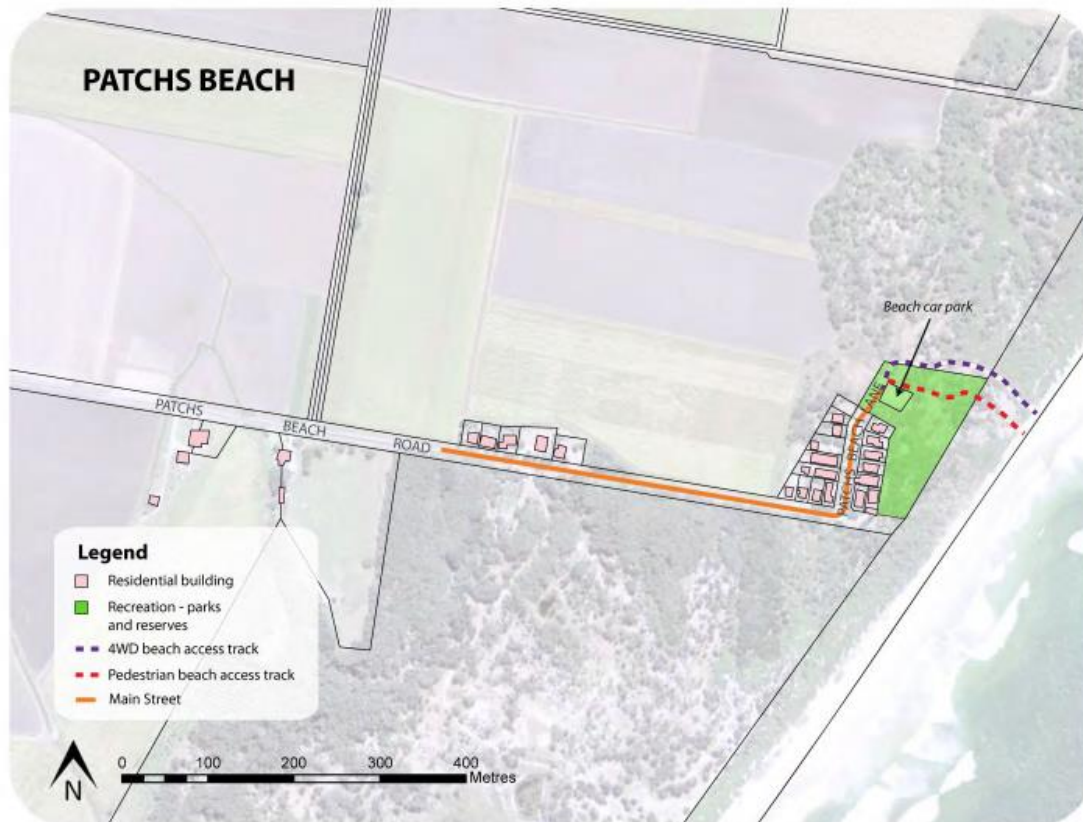
Local residents value the tranquillity of this location as well as the proximity of the river and beach for recreation.

A potential Strategic Action identified in the RSCS of relevance for the LSPS is:

- Protect viable and important agriculture and horticulture from encroachment from lifestyle lots.

## Patches Beach

Patches Beach is a compact rural locality on the beach at South Ballina. The locality has a history of agriculture and weekender accommodation. It is characterised by large areas of open flat sugar cane land and areas of native vegetation along the beach.



The main community focus is the cluster of 17 houses at the end of Patches Beach Road, immediately adjacent to a beach access track for pedestrians and four wheel drive vehicles.

Residents have indicated that they value the beach access (pedestrian and vehicles) and the opportunities this provides for fishing, surfing and four wheel drive driving as well as horse riding and exercising dogs. The natural environment is important to residents as well as the peace and quiet and the dark night sky with no street lights.

A potential Strategic Actions identified in the RSCS of relevance for the LSPS is:

- Protect viable and important agriculture and horticulture from encroachment from lifestyle lots.



# Climate Change - Confronting the elephant in the room

**“If not us, Who?  
If not now, When?”** (John F Kennedy)

Ballina Shire Council at its Ordinary meeting on 28 November 2019 declared a climate emergency.

## Ballina Shire Council's Climate Emergency Declaration

1. That Council declares we are in a state of climate emergency that requires urgent action by all levels of government.
2. That Council notes that at least 71 Local Government areas in Australia have already declared a 'Climate Emergency'.
3. That Council acknowledges Ballina Shire is likely to be substantially affected by climate impacts, particularly sea level rise, bushfires, drought and floods.
4. That Council calls upon the State and Federal Governments to declare a climate emergency, and to back this up with legislated programs to drive emergency action to reduce greenhouse gas emissions and meet the lower of the Paris Agreements or a maximum 1.5 degree warming.
5. That Council writes to all NSW and Federal Government MP's advising them of Council's resolution and urging them to acknowledge a climate emergency and to act with urgency to address the crisis.
6. That Council receives a report on potential impacts on Ballina Shire and adaptations that could be considered.
7. That Council notes that a recent Bureau of Meteorology (BoM) and CSIRO report, *State of the Climate* states that 'Australia's climate has warmed by just over 1 degree C since 1910.

By 2040 Ballina Shire will be confronting significant challenges associated with climate change.

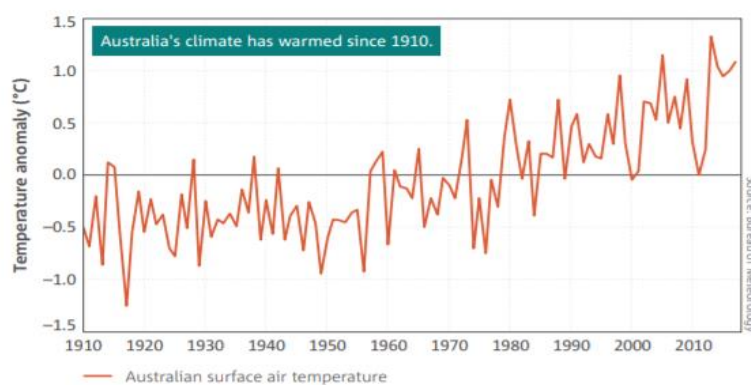
Climate change will impact agricultural systems (affecting crops, evaporation of surface water, and stock), vulnerable groups within regional communities (such as the ill, very young and the elderly), natural ecosystems, regional infrastructure and fire management.<sup>4</sup>

The North Coast Region is projected to continue to warm in the near future (2020–2039) and far future (2060–2079), compared to recent years (1990–2009). The warming is projected to be on average about 0.7°C in the near future, increasing to about 2°C in the far future. The number of high temperature days is projected to increase, while a reduction is anticipated in instances of potential frost risk. The local climate is likely to be dryer and hotter and rainfall events are likely to have increased in intensity<sup>5</sup>.

The 2019 UN Emission Gap Report indicates that the world is on track for a 3.2°C temperature increase as there is no sign that greenhouse gas emissions have yet peaked.<sup>6</sup>

In the period 1910 to 2018 Australia's climate has warmed by just over 1°C, leading to an increase in the frequency of extreme heat events<sup>7</sup>

**Anomalies in annual temperature over land in the Australia region** (Figure extracted from CSIRO and BOM, State of the Climate 2018 Report)



By 2040 flooding events may increase as a consequence of more intense but shorter duration storms. Short duration rain extremes are often associated with flash flooding.<sup>8</sup> Overall there has been a shift towards drier conditions across South Eastern Australia during April to October.<sup>9</sup>

As a result of our changing climate low-lying areas located in Ballina Shire, such as on the Richmond River floodplain, may experience more frequent inundation associated with sea level rise, storm and flood events. This may then impact the value of agricultural production as well as result in increased risk and damage to property.

<sup>4</sup> Office of Environment and Heritage, North Coast Enabling Regional Adaption Report, 2019, p23

<sup>5</sup> Office of Environment and Heritage, North Coast Climate Change Snapshot, 2014, p2

<sup>6</sup> UN Environment Program (2019) Emission – Gap Report 2019

<sup>7</sup> CSIRO and BOM, State of the Climate 2018, p4

<sup>8</sup> CSIRO and BOM, State of the Climate 2018, p8

<sup>9</sup> CSIRO and BOM, State of the Climate 2018, p6

Our natural environment will likely be under significant stress and species loss may confront the community as temperatures continue to increase and our climate becomes warmer and drier.

By 2040 the koala population on the North Coast may be regarded as critically endangered. This population is likely to be under severe stress due to habitat loss as a result of bush fire events, land clearing and agricultural activities as well as a hotter drier climate. The 2019 bush fires were estimated as having destroyed half (by mid November 2019) of the NSW North Coast Koala population.

By 2040 our communities may expect Council to protect them from some climate induced impacts. Infrastructure works may be required such as levees, flood control valves within stormwater systems and roads reconstructed at higher levels. Increased provision for water storage via tanks and reservoirs may be required.

By 2040 settlement relocation options or “climigration” may be under considered by our strategic planners. Climigration involves the planned relocation of communities impacted by extreme climate change impacts such as flooding<sup>10</sup>.

The third plateau village, investigated in the early 2000s, on sites located near Wollongbar and Alstonville, may by 2040 be under planning consideration as a relocation option for settlements under threat on the coastal strip. Other relocation options that may be considered include the evaluation of the shire’s rural hamlets to accommodate population growth.

Changes to the LEP will be required if another village is proposed on the Alstonville Plateau or if rural hamlets are proposed to be expanded.

By 2040 the design of our dwellings may change. They will need to be more resilient to climate change. Changes to the DCP may be required so as to regulate a move away from slab on ground construction to elevated homes on piers in the floodplain.

The design of dwellings may become more energy efficient and carbon neutral. Light weight construction materials such as timber, metal, compressed cement sheeting and recycled plastics may become increasingly popular as a building material for new dwellings. Solar panels with battery storage may become the norm.

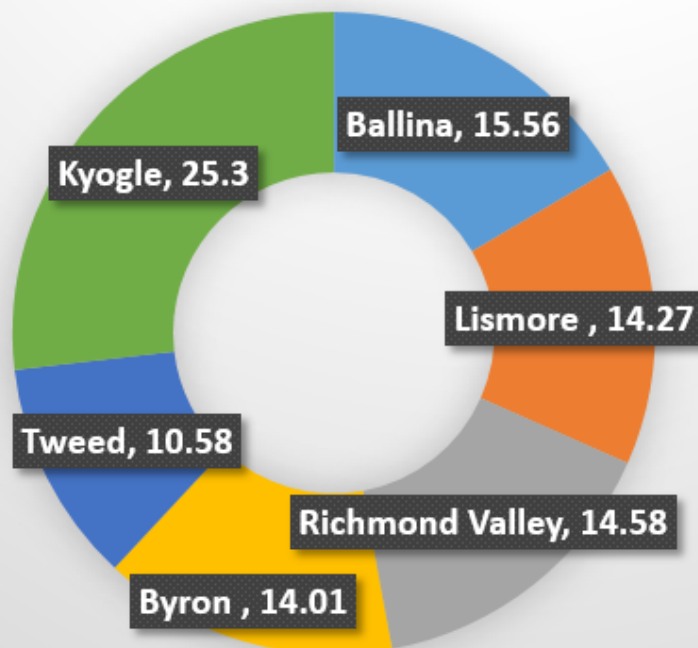
Ballina Shire will be working towards achieving net zero carbon neutrality by 2040. This means that as a shire we will be striving towards eliminating CO<sub>2</sub> emissions from processes such as electricity generation, transport, waste management and agriculture.

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<sup>10</sup> Refer ABC news article ‘If climate change destroyed your town would you rebuild or relocate?’ <https://www.abc.net.au/news/2019-09-16/radical-choice-to-confront-climate-change/11515456>

# Northern Rivers CO2 Emissions 2017

(Tonnes per person per annum)



Additional Ballina Shire specific data is contained in Appendix 5. Electricity (52.4%) and Transport (44.15%) are the main components of Ballina Shire's CO<sub>2</sub> emission profile. Emissions have been increasing since 2005.

By 2040 the tourism industry continues to be one of the most significant employers as will agriculture, health care and the education sectors.

Our beaches and natural areas will continue to be regarded as pristine and in some cases wild places.

By 2040 our communities will however, be more acutely aware that they may face an uncertain future and their lifestyles may be under threat.

## Vision

“The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy”

This vision means that in the period to 2040, from a strategic land use planning perspective, we will aim to:

***Develop and implement strategies to maintain Ballina Shire as a vibrant, safe and connected place***

*More residential accommodation will be located above ground floor commercial uses within our main commercial centres. Major new road infrastructure will be completed such as the Western Arterial and North Creek Road extension together with new bridges over Fisheries Creek and North Creek (Refer Annexure 2 for map showing location of proposed road works). Our network of shared pathways will be extended to provide links to networks located within Byron Shire and Lismore City, and our footpath networks will be extended in Alstonville and Wollongbar to better link with village centres.*

***Value and preserves our beautiful natural amenities including our beaches, waterfalls and rural hinterland, through application, maintenance and enforcement of regulatory controls***

*Plans of Management and associated capital work programs will be completed for all of Council's major recreation areas. Areas of high environmental value will be*

recognised in the local environmental plan (LEP) through application of environmental zones and controls.

**Support job creation through facilitation of tourism opportunities, and by maintaining a supply of employment lands and housing choice options**

*Tourism opportunities such as the Ballina Marina project will continue to be supported. Additional industrial land will be available within the Southern Cross and Russellton Industrial Estates. Housing choice options within established residential areas will be improved with more low rise medium density development options, such as dual occupancy, becoming available.*

**Maximise locational and transport advantages arising from access to the Pacific Motorway, the Shire's proximity to south-eastern Queensland, and supporting the continuing expansion of Ballina Byron Gateway Airport and the Southern Cross Industrial Estate.**





*Ballina Byron Gateway Airport will continue to be expanded (Refer Annexure 1 for details) to support increases in passenger numbers. A road transport logistic hub may be established at West Ballina (Teven Road and Paperbark Close). South bound access to the Pacific Motorway may be available at Cumbalum.*

# Our themes and planning priorities





Four related themes make up the community’s vision for Ballina Shire; a connected community, a prosperous economy, a healthy environment, and engaged leadership. These are the same themes nominated in the Community Strategic Plan 2017 – 2027.

The four themes will be monitored against identified measures and implemented through 14 planning priorities. A total of 50 actions support the nominated planning priorities.

**Figure 14: Planning themes and priorities**

			
<b>Connected Community</b>	<b>Prosperous Economy</b>	<b>Engaged Leadership</b>	<b>Healthy Environment</b>
<p><b>Planning Priority 1</b></p> <p>Review community infrastructure needs within the Shire’s towns, villages and rural localities and incorporate requirements within the Open Space and Community Facilities Developer Contribution Plan.</p> <p><b>Planning Priority 2</b></p> <p>Encourage urban design which increases chances for social interaction and connectedness.</p>	<p><b>Planning Priority 3</b></p> <p>Stimulate economic activity, and provide improved access to local services and facilities, by reviewing planning controls around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport, and education facilities.</p> <p><b>Planning Priority 4</b></p> <p>Encourage activities within the rural hinterland that stimulate economic activity by value adding to farm based production and that promote rural tourism.</p>	<p><b>Planning Priority 7</b></p> <p>Engage with the Northern Rivers Joint Organisation to develop an environmentally sustainable Northern Rivers regional approach to the release of land for housing and industry as well as the location of key industries.</p> <p><b>Planning Priority 8</b></p> <p>Protect the shire’s historic heritage.</p>	<p><b>Planning Priority 11</b></p> <p>Protect and enhance productive agricultural lands through the development of a Ballina Shire Agricultural Land Use Strategy.</p> <p><b>Planning Priority 12</b></p> <p>Ensure that the biodiversity values of the Shire are identified and where required protection strategies are implemented.</p>



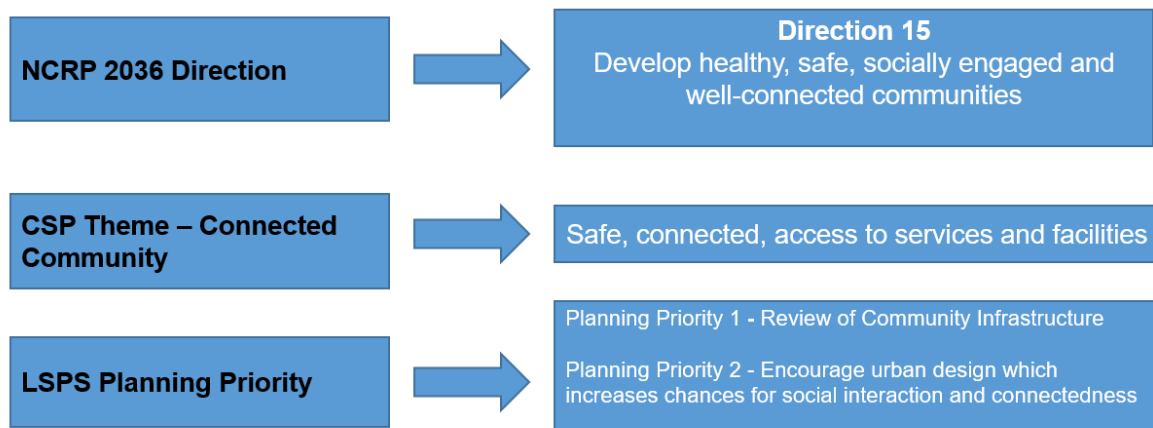
			
<b>Connected Community</b>	<b>Prosperous Economy</b>	<b>Engaged Leadership</b>	<b>Healthy Environment</b>
	<p><b>Planning Priority 5</b></p> <p>Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, so as to foster local employment opportunities and to reduce journey to work travel distances.</p> <p><b>Planning Priority 6</b></p> <p>Incorporate housing choice options such as attached dual occupancy when preparing placed based strategic plans.</p>	<p><b>Planning Priority 9</b></p> <p>Ensure that new development is of a high standard in accordance with best practice guidelines applicable to Northern and Regional NSW.</p> <p><b>Planning Priority 10</b></p> <p>Maximise opportunities associated with growth in South Eastern Queensland and the increased connectivity provided by the upgraded Pacific Motorway and digital technology.</p>	<p><b>Planning Priority 13</b></p> <p>Focus development to areas of least biodiversity sensitivity and least exposure to natural hazards such as flooding and bush fire risk.</p> <p><b>Planning Priority 14</b></p> <p>Ballina Shire Council to provide leadership in mitigating and adapting to climate change.</p>

Diagrams showing the “line of sight” that connects the North Coast Regional Plan 2036 with the Community Strategic Plan (CSP) and the Planning Priorities nominated in the LSPS have been included within the following section.

## Planning Theme - Connected Community



### Connected Community – Line of Sight





## **Connected Community**

By 2040 ensuring that Ballina Shire residents stay informed and engaged with Council projects and decision making processes will pose new challenges.

By 2040 local printed newspapers may no longer exist. Posted letters may be rare. Council may increasingly communicate with its residents through electronic means. SMS messages, email, and the successors to Facebook and Instagram will likely be used.

By 2040 electronic community notice boards located in commercial areas and population hubs such as senior housing villages may also be used to provide information and obtain feedback.

In the period to 2040 Council may increasingly seek feedback from its residents through on line polling associated with key issues and decisions.

The social impact of Council decision making will also become increasing important as we strive to establish and maintain a more inclusive community.

The need for people meeting places and chances for social interaction in everyday life will continue to increase in importance so as to reduce isolation and improve mental and physical health

### **Actions recently completed or in the pipeline**

The 2019 – 2023 Delivery Program and Operational Plan also includes the following activities:

- Improved engagement with the Aboriginal Community,
- Implementation of the Cultural Plan, Public Arts Program, Disability Inclusion Action Plan, Ageing Strategy, and
- Evaluation of actions to become a Dementia Friendly Community.

The Shire's sports and recreational facilities were reviewed in 2019 and a draft Ballina Shire Sports and Recreation Facility Plan was prepared.



## Connected Community

### Planning Priority 1

Review community infrastructure needs within the Shire's towns, villages, hamlets and rural localities and incorporate requirements within the Open Space and Community Facilities Developer Contribution Plan.

#### Rationale

The population of Ballina Shire is growing. We are one of the fastest growing regional communities in NSW and will continue to be so over the next 20 year period. As we grow and existing communities expand, and new communities are established, we need to ensure that our community infrastructure meets the needs of our people.

In some cases new community facilities such as community halls, community child care facilities, and libraries will be required. In other cases existing community facilities may need to be adapted to meet the needs of our changing communities. Libraries for example, may become meeting places in which we have access to technology, study, do business, as well as borrow resource material.

Community infrastructure also relates to the service organisations, clubs and groups that are located within our population centres. This is called "soft" infrastructure as opposed to buildings, which are referred to as "hard" infrastructure. Council may also have a role to play in fostering the establishment of "soft" infrastructure in our communities.

Planning Priority 1 responds to the communities need for new and sometimes different community infrastructure in the period to 2040. The first step is to examine what we already have and determine if it adequately meets our needs (gap analysis). Then we review existing standards for community infrastructure (benchmarks) and finally we review our developer contribution plans and other strategies.

Benchmarks for the provision of a range of local and regional community facilities, as contained within the Open Space and Community Facilities Developer Contributions Plan 2016, were originally developed for use in the 2008 contributions plan. Whilst reviewed in 2016, and found to be still valid, a more detailed review is proposed during 2020 which will also incorporate a gap analysis of existing facilities and interviews with facility users.

#### Measures

- Gap analysis prepared
- Benchmarks prepared
- Community Facilities Strategy and Contribution Plan updated

Actions to support  
Planning Priority 1

(Proposed Operating  
Plan Activities (OPA))

1.1 Undertake a gap analysis of existing community facilities to establish whether the nature of facility meets community requirements. **(Immediate)**

1.2. Prepare community facility benchmarks and minimum standards for community facilities in existing and proposed urban areas, and rural localities. **(Immediate)**

1.3. Review Council's Community Facilities Strategy and prepare a new Community Facilities Strategic Plan. **(Immediate)**

4.4. Review Council's Open Space and Community Facilities Developer Contributions Plan. **(Immediate)**

1.5. Continued implementation of Council's Disability Inclusion Action Plan and Ageing Strategy. **(On Going)**



## Connected Community

### Planning Priority 2

Encourage urban design which increases chances for social interaction and connectedness.

#### Rationale

Our commercial centres are changing as more people source goods and services via the internet.

The way we work is also changing with more people working from home, telecommuting, or working part time in a number of different jobs.

One outcome of the above changes is that our communities will be increasingly looking for meeting places in which to socialise and exchange ideas.

The way our commercial centres, parks and community facilities are designed will need to consider the societal changes that are now occurring and provide appropriate responses.

#### Measures

- New development incorporates designs which encourage opportunities for social interaction.
- Public space and street renewal works include good urban design outcomes which encourage public use of infrastructure.

Actions to support  
Planning Priority 2

(Proposed Operating  
Plan Activities (OPA))

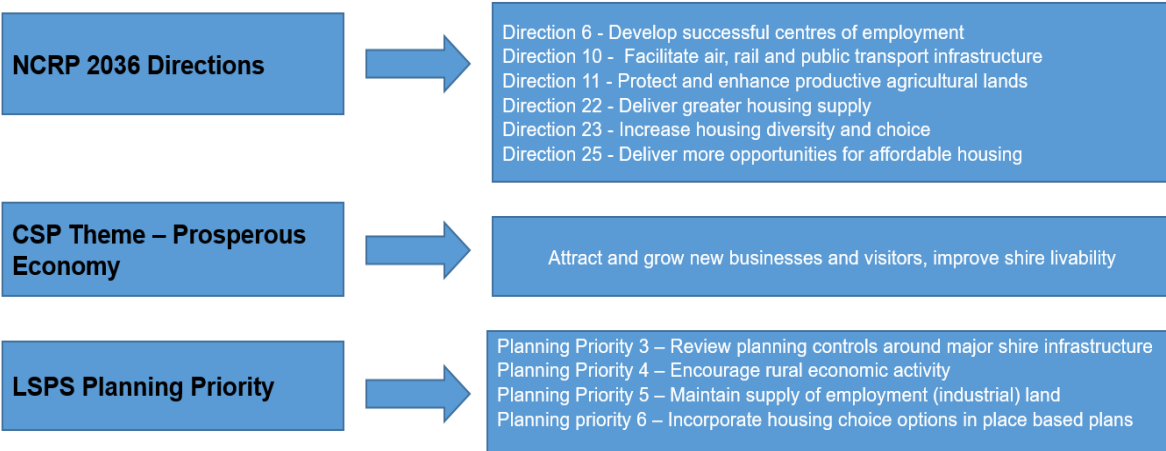
2.1 Prepare DCP subdivision, residential and commercial design guidelines which encourage opportunities for social interaction. **(Medium Term)**

2.2 Include consideration of the draft Urban Design for Regional NSW guidelines when designing new or renewed public spaces and street works. **(On going)**

## Planning Theme - Prosperous Economy



### Prosperous Economy – Line of Sight





## Prosperous Economy

A more moderate climate along the coastal fringe and other life style factors will continue to draw people to Ballina Shire in the period to 2040. Population is forecast to increase by 8,700+ people who will require 4,400+ homes in which to live.

Maintaining a diversity of housing choice and employment opportunities will be key challenges in the period to 2040.

Retailing from main street locations may also significantly change by 2040. Increasingly our commercial areas may become meeting places dominated by service providers (hair dresser, massage, health professionals, and professional services). Café and restaurant uses may also continue to be dominant uses. The vibrancy of these retail areas will be enhanced by increased levels of footpath trading.

More vibrant commercial centres may drive an increase in demand for residential accommodation. In 2019 Council prepared an LEP amendment which permits residential flat buildings in association with ground floor active commercial and other uses within the Ballina CBD. By 2040 similar provisions may apply in other centres.

Leveraging employment opportunities associated with key Shire infrastructure such as the Ballina Byron Gateway Airport, Ballina Hospital, education facilities including Wollongbar TAFE and the new Ballina Coast High School will require detailed precinct planning to be undertaken.

Maintaining a supply of employment (industrial) land is also a priority as a local job creation strategy. Rural land (23ha) adjoining the Russellton Industrial Estate at Alstonville has been identified for further evaluation as to its suitability to support industrial development in the Wollongbar strategic plan 2019 – 2039.

By 2040 place based strategic plans, such as those already prepared for Alstonville, Ballina, Wardell, Wollongbar, and proposed to be prepared for Lennox Head, will have been reviewed a number of times. Reviews will focus on evaluating the outcomes of planning changes made in

### **Actions recently completed or in the pipeline**

The 2019 – 2023 Delivery Program and Operational Plan also includes the following activities:

- Implementation of the Economic Development Strategy,
- Facilitation of a local affordable housing planning and policy framework, and
- Promotion of the Ballina Marina (Trawler Harbour) Master Plan.





## Prosperous Economy

### Planning Priority 3

Stimulate economic activity, and provide improved access to local services and facilities, by reviewing planning controls around major shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport, and education facilities.

#### Rationale

As our shire grows there will be a need for more local jobs. In the period 2002 to 2018 almost 4,000 new jobs were created. Hill PDA estimates that in the period 2016 to 2041 almost 5,000 new jobs will be created<sup>11</sup>. The majority of these jobs (1,855) are predicted to be associated with schools, hospitals and other special purpose uses.

To facilitate the predicted increase in jobs associated with the shire's education and health facilities, as well as the Ballina Byron Airport and the associated Southern Cross Industrial Estate, it is proposed to review the planning controls that apply to these facilities and nearby areas.

Precinct plans for the Ballina Hospital and nearby residential areas will examine opportunities for expansion, and location of associated facilities such as specialist medical centres as well as social housing opportunities. This may provide opportunities to further develop Ballina Hospital as a district level hospital.

The preparation of precinct plans for our main educational facilities may also identify opportunities for complementary uses such as research and innovation centres and other commercial and community opportunities.

#### Measures

- Plans prepared
- Reviews completed
- Plans reviewed

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<sup>11</sup> Ballina Commercial Centres and employment Lands Strategy, Hill PDA October 2019, p53.

Actions to support  
Planning Priority 3

(Proposed  
Operating Plan  
Activities (OPA))

3.1 Prepare a precinct plan for land in proximity to Ballina Hospital, and incorporating St Andrews Village, Ballina Central Shopping Centre, Fox Street Community Preschool, Biala Special School, Super Amart and the Cherry Street Sports Club, being the area bounded by Burnett Street, Cherry Street, Bangalow Road, and Kerr Street prior to the next major hospital expansion project. **(Short Term)**

3.2 Implement health precinct plan by preparing associated LEP and DCP amendments to facilitate hospital associated land uses. **(Medium Term)**

3.3 Collaborate with NSW Health on the upgrading of Ballina Hospital to provide District level health care facilities and as a national centre of excellence for geriatric health care. **(Medium Term)**

3.4 Prepare a master plan for Southern Cross Industrial Estate Expansion Area which incorporates the airport precinct. **(Immediate)**

Note: The Ballina – Byron Gateway Airport Stage 3 development project (Baggage make-up hall) and the Southern Cross Industrial Precinct development are listed as a candidate project for the development of better connections to external markets and emerging industries and specialisations in the *Northern Rivers Regional Economic Development Strategy 2018 – 2022*.

3.5 Prepare precinct plans for land adjoining Ballina Shire TAFEs and school facilities. **(Long Term)**

3.6 Collaborate with NSW Education on a priority plan and Memorandum of Understanding for the shared/ joint use of educational facilities within the shire. **(Short Term)**



## Prosperous Economy

### Planning Priority 4

Encourage activities within the rural hinterland that stimulates economic activity by value adding to farm based production and that promote rural tourism.

#### Rationale

The North Coast is the 3<sup>rd</sup> biggest tourism region in Australia with tourism contributing \$2.8 billion to the regional economy.<sup>12</sup> In 2018 some 1,039,000 visitors were estimated to have visited Ballina Shire, an increase of nearly 6% on the previous year. Visitor numbers have increased by nearly 50% since 2014<sup>13</sup>.

Key tourism products for Ballina Shire include our quaint villages and hamlets.

Leveraging our rural areas so that we create more tourism destinations in the rural hinterland is considered to contribute positively to local economic activity as well as supporting the viability of local agricultural producers and artisans.

This planning priority proposes actions that assist to protect the shire's rural hinterland from inappropriate development so as to maximise the economic potential of this areas.

#### Measures

- Actions implemented

Actions to support Planning Priority 4

(Proposed Operating Plan Activities (OPA))

4.1 Finalise LEP amendment to permit Farm Gate Retail Activity on rural land. **(Immediate)**

4.2 Monitor effectiveness of the roadside stalls as exempt development LEP amendment. **(Short Term)**

4.3 Prepare an LEP amendment to restrict function centres within rural areas. **(Immediate)**

4.4 Prepare a land use strategy for agricultural land. **(Medium Term)**

<sup>12</sup> North Coast Destination Management Plan 2018 – 2021, Destination NSW, p9

<sup>13</sup> Tourism Research Australia



## Prosperous Economy

### Planning Priority 5

Maintain a supply of suitably located industrial land close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head so as to foster local employment opportunities and to reduce journey to work travel distances.

#### Rationale

It is estimated that by 2040 an additional 30 to 50 hectares of zoned and serviced industrial land will be required within Ballina Shire. Such land will provide local employment opportunities for an additional 732 workers<sup>14</sup>.

Providing opportunities for local jobs also assists to reducing the dependency on the car as method to journey to work. In 2016 76% of employed people in Wollongbar travelled to work by car. This was significantly higher than for Ballina Shire (68.5%) and NSW (57.8%). It highlights a shortage of local jobs and the restricted public transport options.

#### Measures

- Vacant serviced employment land available for development near population centres
- Planning for future supply undertaken.

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Actions to support  
Planning Priority 5

(Proposed Operating  
Plan Activities (OPA))

5.1 Evaluate the suitability of rural land adjoining the Russellton Industrial Estate for industrial use. **(Short Term)**

5.2 Incorporate within the Lennox Head placed based strategic plan an evaluation of the employment land area located in Ross Lane and designated within the North Coast Regional Plan 2036. **(Immediate)**

5.3 Prepare associated LEP and DCP amendments to facilitate industrial rezoning should land adjoining Russellton Industrial Estate and in Ross Lane, Lennox Head (as designated in the NCRP) prove suitable. **(Immediate to Short Term)**

<sup>14</sup> Draft Ballina Commercial Centres and Employment Strategy, Hill PDA, October 2019, p53



## Prosperous Economy

### Planning Priority 6

Incorporate diverse housing choice options, including infill development options, when preparing place based strategic plans.

#### Rationale

It is predicted that by 2040 28% of Ballina Shire's population will be aged 65 or over. This is an increase on the 25% aged 65 and over in 2016 and the 19.3% in the same age category in 2001. In 2001 there were 7,149 people aged 65 and over living in Ballina Shire which is predicted to increase to nearly 15,000 people in 2040.

As our population continues to age they will also be seeking more choice in the type of housing that they want to live in. The ability to be able to age in place and live in suitable residential accommodation will assume a high level of importance for many of the Shire's residents.

Housing choice has not kept pace with the changes in the demographic profile of Ballina Shires residents. In 2001 67.25% of the Shire's occupied private dwellings (10,041 houses) consisted of separate dwellings. By 2016 separate housing had increased to 69.2% (11,223) and other forms of housing had remained relatively static at 4,894 occupied private dwellings compared to 4,836 dwellings in 2001.

This planning priority aims to encourage greater housing choice through the incorporation of a diverse range of housing choice facilitation options within place based strategic plans. Options such as permitting dual occupancy development upon certain R2 zone land, increasing the amount land zoned for R3 Medium Density, and reviewing densities within existing R3 zoned areas will be considered.

#### Measures

- Housing Choice Options incorporated within plans
- Number of housing choice initiatives implemented

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Actions to support  
Planning Priority 6  
Actions

(Proposed Operating  
Plan Activities (OPA))

6.1 Monitor and review uptake of housing choice initiatives incorporated within existing place based strategic plans.  
**(Medium Term)**

6.2 Incorporate housing choice option strategies within place based strategic plans. **(Short Term)**

6.3 Implement through planning proposals or DCP amendments housing choice initiatives incorporated within place based strategic plans.

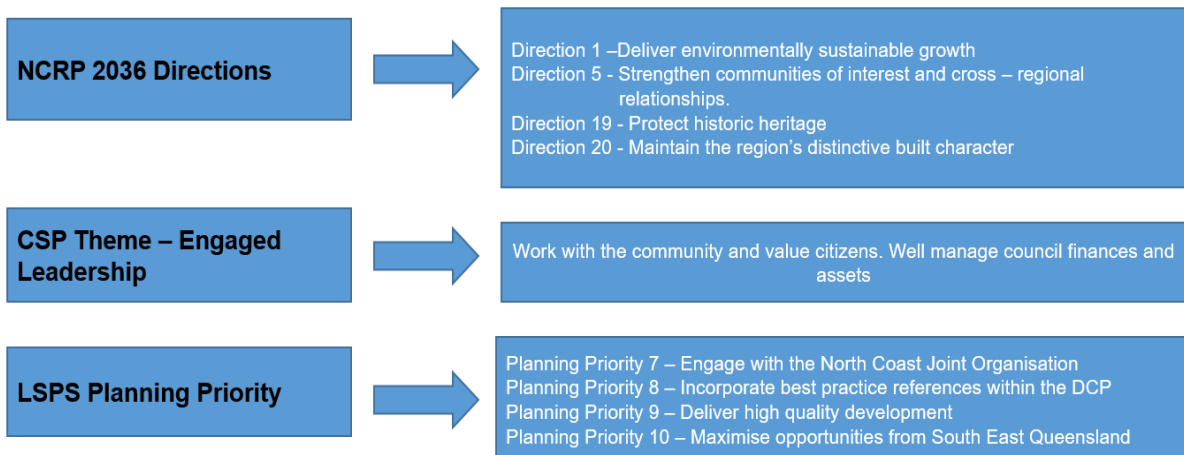
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## Planning Theme - Engaged Leadership

### Ballina Shire Council's Leadership Team



### Engaged Leadership – Line of Sight





## **Engaged Leadership**

Ensuring that Ballina Shire residents are provided with engaged leadership that develop policies and strategies that address the issues of concern to the community is the focus of this section.

Collaborating with adjoining councils and the Northern Rivers Joint Organisation on issues such as residential and industrial land supply will be increasingly important in the period to 2040.

Collaborating on significant projects will likely create efficiencies, reduce costs and present opportunities to tap into skills and resources not currently available to individual councils.

### **Actions recently completed or in the pipeline**

The 2019 – 2023 Delivery Program and Operational Plan also includes the following activities:

- Preparation of a Community Participation Plan in relation to the land use planning functions of Council, and
- Ensuring that land classifications reflect community standards.





## Engaged Leadership

### Planning Priority 7

Engage with the Northern Rivers Joint Organisation (NRJO) to develop an environmentally sustainable Northern Rivers regional approach to the release of land for housing and industry as well as the location of key industries.

#### Rationale

Council recognises that some issues impacting Ballina Shire also affect the broader region. These issues once identified would benefit from the development of regional strategy responses. This regional strategy should include the Gold Coast located in South East Queensland.

Negotiating a regional approach may also avoid duplication of resources and may assist to preserve our unique North Coast environment.

NRJO has a strong advocacy role for the region and is able to negotiate directly with NSW State and Commonwealth Governments to advocate on regional issues and to unlock associated grant and funding opportunities.

Examples of recently completed NRJO research projects include the following:

- Estimating need and costs of social and affordable housing delivery, March 2019
- From Roots to Routes: A research report into Freight and Supply Chain improvements in the Northern Rivers, April 2019.

NRJO has also developed advocacy briefs related to the following issues:

- Native forestation,
- Northern Rivers Watershed Initiative,
- Removal or redistribution of the Waste Levy
- Development of a Northern rivers Renewable Energy Prospectus
- Creation of a Northern Rivers, United Nations Educational, Scientific, and Cultural Organisation (UNESCO), Biosphere Reserve

## Measures

- Collaboration undertaken

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### Actions to Support Planning Priority 7

(Proposed Operating  
Plan Activity (OPA))

7.1 Collaborate with the NRJO to determine the potential to align planning controls relating to land release matters for Northern Rivers coastal councils with those applicable to the Gold Coast. **(Ongoing)**

7.2 Collaborate with the NRJO on regional and intra-regional housing and employment land delivery and industry development based on an environmentally sustainable growth model. **(Ongoing)**

7.3 Work with NRJO for the regional planning of water quality initiatives focusing on catchment or sub-catchment level approaches. **(Ongoing)**



## Engaged Leadership

### Planning Priority 8

Protect the shire's historic heritage.

#### Rationale

One way of better ensuring the protection of the shire's historic heritage is to incorporate references to best-practice guidelines such as the Australia *ICOMOS Charter for Places of Cultural Significance* and the *NSW Heritage Manual* in council's DCP.

Understanding the value of the Items of the Environmental Heritage contained within Ballina LEP 2012 and Ballina LEP 1987 can best be achieved through the assessment of the items significance. The NSW heritage Manual contains the tools to guide the assessment of heritage items for significance and to guide the heritage assessment procedure.

The *Australia ICOMOS Charter for Places of Cultural Significance* contains best practice standards for managing cultural heritage places in Australia.

Referencing the *NSW Heritage Manual* and the *Australia ICOMOS Charter for Places of Cultural Significance* ensures that Ballina Shire DCP 2012 contains contemporary best practice standards for the assessment and future managements of identified heritage items.

#### Measures

- Documents referenced in DCP

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#### Actions to Support Planning Priority 8

(proposed Operating  
Plan Activities (OPA))

8.1 Incorporate references to best-practice guidelines such as the *Australia ICOMOS Charter for Places of Cultural Significance* and the *NSW Heritage Manual* within Ballina Shire DCP 2012.  
**(Immediate)**

8.2 Incorporate heritage actions into place based strategic plans.  
**(On-going)**



## Engaged Leadership

### Planning Priority 9

Ensure that new development is of a high standard in accordance with best practice guidelines applicable to Northern and Regional NSW.

#### Rationale

Ballina Shire will experience significant growth in the period to 2040. Ensuring that the built environment in our towns and villages is maintained to a high standard may be assisted by formally incorporating references to the *North Coast Urban Design Guidelines*, and the proposed (draft in December 2019) *Design Guide - Urban Design for Regional NSW* within Ballina Shire DCP 2012.

Auditing some completed development, and recently adopted place based strategic plans, against the Guidelines may provide opportunities to consider amendments to the DCP or strategic plan when next reviewed.

#### Measures

- Documents referenced in DCP
- Staff training undertaken
- Community satisfaction level

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#### Planning Priority 9 Actions

#### (Proposed Operating Plan Activities (OPA))

- 9.1 Incorporate references to the *North Coast Urban Design Guidelines (2009)*.
- 9.2 Consider adopting the proposed *Design Guide Urban Design for Regional NSW* within Council's DCP once it has been finalised. **(Immediate)**
- 9.2 Audit shop top housing development completed in Ballina and Lennox Head during 2019 for consistency with the *North Coast Urban Design Guidelines (2009)*. **(Immediate)**
- 9.3 Audit placed based strategic plans for consistency with the Principles of Consolidated Growth contained within the Settlement Growth Guidelines which form a part of the North Coast Urban Design Guidelines, and with the draft *Design Guide Urban Design for Regional NSW*. **(Immediate)**
- 9.4 Undertake training of relevant Council staff in the Guideline provisions of both the *North Coast Urban Design Guidelines*

(2009) and the proposed draft *Design Guide Urban Design for Regional NSW. (Short Term)*

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## Engaged Leadership

### Planning Priority 10

Maximise opportunities associated with the growth in South Eastern Queensland and the increased connectivity provided by the upgraded Pacific Motorway and digital technology.

#### Rationale

In 2018 it was estimated that South East Queensland (SEQ) had a population of 3,479,852 residents (forecast.id). SEQ covers 22,900 km<sup>2</sup> and 12 local government areas. This area contains 71% of Queensland's population and by 2041 is expected to be home to nearly 1.9 million extra people.

SEQ is located approximately 1 hour by car from Ballina Shire and provides a large potential market place for our businesses and residents.

The Gold Coast infill development target for new dwellings is 80%. This means that very little greenfield land releases will occur in this part of SEQ. Residents in this area will be looking further south into northern NSW for their greenfield lot requirements.

Cobaki, located in the Tweed, has the potential to supply 5,500 new dwellings once access and infrastructure servicing requirements have been resolved. Land release areas located in Ballina Shire will also come under increasing pressure to supply lots due to the lack of supply in SEQ.

Gold Coast airport is undergoing significant redevelopment works valued in excess of \$500 million in 2019. Once completed in 2021 these works are envisaged to increase annual passenger numbers from 6.5 million in 2018 to in excess of 13 million passengers by 2037. This includes a doubling of passenger flights per week from 420 to in excess of 800.

Gold Coast airport may provide significant job opportunities to Ballina residents. It may also have impacts on the Ballina Byron Gateway airport which will require close monitoring and evaluation.

Given the economic development potential associated with fostering closer economic ties between Ballina Shire and SEQ it is considered important that potential opportunities be monitored and explored.

## Measures

- Opportunities considered
- Investigation undertaken

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### Planning Priority 10 Actions

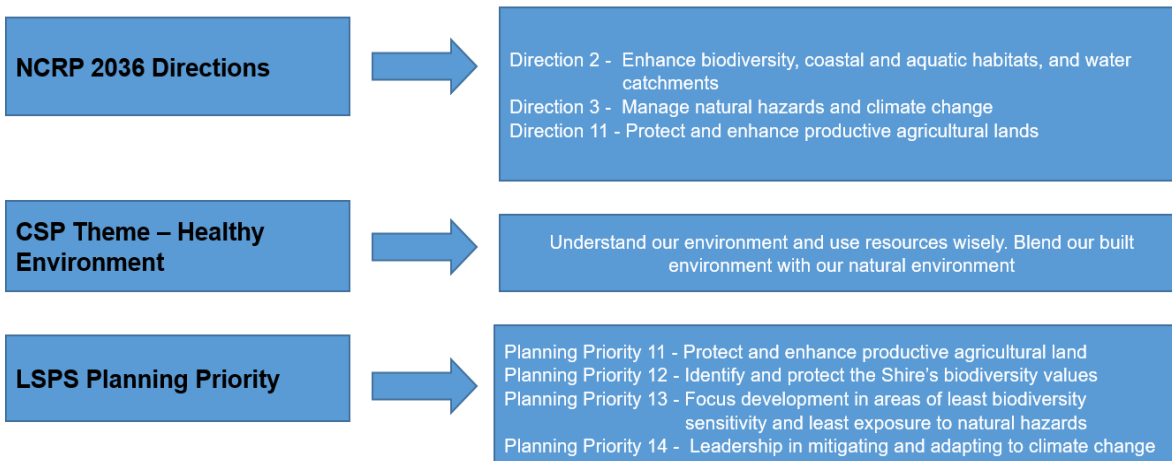
#### (Potential Operating Plan Activities (OPA))

- 10.1 Maintain a watching brief for opportunities provided by the increased connectivity to South Eastern Queensland. (Includes potential for a food industry and tourism hub near Ballina Byron Gateway Airport) **(Ongoing)**
- 10.2 Maintain a watching brief to monitor the manner in which the Gold Coast Airport impacts on the future development of the Ballina Byron Gateway Airport) **(Ongoing)**
- 10.3 Maintain a watching brief on opportunities provided by digital technologies and their impact on land use planning strategies. **(Ongoing)**
- 10.4 Investigate the application of a B6 Enterprise zone on certain properties fronting the Old Pacific Highway at Wardell. (Action 25 - Wardell Strategic Plan 2015 – 2035). **(Short Term)**

## Planning Theme - Healthy Environment



### Healthy Environment – Line of Sight







### Healthy Environment

Ensuring a balance between competing land uses, the communities need for employment and residential land, and maintaining a healthy environment is likely to be a key strategic planning challenge as the Shire's population increases.

In the period to 2040 the capacity to which climate change impacts, at the local level, may be mitigated is likely to consume significant resources. The Ballina community is likely to expect that Council has clear positions in respect to issues such as carbon neutrality, species decline, preservation of natural areas, population policy and food production.

Strategies and controls that exist in 2020 will need constant review and adaption to maintain relevance in the period to 2040.

Examining the importance of our Shire's rural areas, for the often competing uses of agricultural production, wildlife habitat and for life style residential accommodation, is proposed to be addressed by undertaking a detailed Agricultural Land Use Strategy in the medium term (by 2030). This study will complement work already underway such as preparation of a Shire wide Biodiversity Strategy, as well as the detailed mapping undertaken to define the extent of potential environmental zones.

### Actions recently completed or in the pipeline

The 2019 – 2023 Delivery Program and Operational Plan also includes the following activities:

- Review of Climate Action Strategy,
- Review of LEP and DCP controls,
- Review Local Growth Management Strategy,
- Review environmental protection zone framework,
- Implementation of place based strategic plans (Alstonville, Wardell and Wollongbar),
- Implementation of the Ballina Major Regional Centre Strategy,
- Preparation of a Biodiversity Strategy, and
- Preparation of management plans for Kingsford Smith Reserve, Cawarra Park and Bicentennial Park



## Healthy Environment

### Planning Priority 11

Protect and enhance productive agricultural lands through the development of a Ballina Shire Agricultural Land Use Strategy.

#### Rational

The Agricultural, Forestry and Fishing (AFF) sector of Ballina Shire employed 942 people in 2017/18. Employment in this sector has declined by 279 people since 2002/03 whilst the value of production has increased.

In terms of value added to the economy (gross revenue less cost of inputs into production) this sector is one of the three strongest growing sectors in the local economy. It has experienced growth of 68% (\$32.7m) since 2002/03.

Consultation undertaken as part of the 2014 Rural Settlement Character Statement project has revealed conflicting pressures in the rural hinterland between those that wanted greater dwelling opportunities and those that wanted to safeguard the land for agricultural production.

In the period since 2002/03 large scale agricultural production of products such as macadamia nuts, blue berries, and intensive horticultural production of cucumbers and salad vegetables has also occurred in the shire's rural hinterland. Associated with some of this production has been a demand for additional water and in many cases increased use of pesticides.

In the above context reviewing the use of agricultural land and the land use strategies that underpin it is proposed.

#### Measures

- Strategy prepared
- Provisions incorporated within LEP and DCP

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Planning Priority 11  
Actions  
(Operating Plan Activity  
(OPA))

11.1 Prepare an Agricultural Land Use Strategy and incorporate relevant provisions within the LEP and / or DCP. **(Medium Term)**

Note: Adoption of this priority also recognises that sometimes there are competing priorities which may only be resolved through more detailed strategic planning. The evaluation of State Significant Farmland, adjoining the Russellton Industrial Estate at Alstonville, to support industrial development, is one such example.



## Healthy Environment

### Planning Priority 12

Ensure that the biodiversity values of the Shire are identified and where required protection strategies are implemented.

#### Rationale

The Far North Coast of NSW is one of the most biodiversity rich regions in Australia.

The region is under significant threat from the impacts of climate change and associated natural hazards such as bush fire risk, drought and flooding, along with the impacts of continued vegetation clearing

To enable council to adequately consider the value of our ecosystems and the threats faced from impacts such as climate change it is proposed to prepare a biodiversity strategy and policy. It is also proposed to comprehensively map areas of significant biodiversity value. Mapping will enable decisions to be made as to how these areas may be best managed and or preserved.

#### Measures

- Strategies prepared
- Provisions incorporated within LEP, DCP and Policies

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Planning Priority 12  
Actions

(Operating Plan Activity  
(OPA))

11.1 Prepare a Biodiversity Strategy and incorporate relevant provisions within the LEP, DCP and Policy. **(Immediate)**

11.2 Prepare a Biodiversity Policy based on the avoid, minimise, offset hierarchy to biodiversity. **(Immediate)**

11.3 Finalise Shire wide Biodiversity Values Mapping. **(Immediate)**

Note: The 2019 – 2023 Delivery Program and Operational Plan already contains an activity which relates to the preparation of a Biodiversity Strategy (



## Healthy Environment

### Planning Priority 13

Focus development to areas of least biodiversity sensitivity and least exposure to natural hazards such as flooding and bush fire risk.

#### Rational

Areas designated as Strategic Urban Growth Areas (SUGA) within Ballina LEP 2012 were based on strategic planning undertaken in the early 2000s. Since that time significant additional and more detailed information has become available relating to the lands biodiversity value and its susceptibility to natural hazards.

It is appropriate that the remaining SUGA areas be reviewed based on current information.

Development of a strategy that is aimed at removing SUGAs that have not been the subject of successful LEP Amendment Applications within a defined period is also advocated. Such a strategy once implemented will remove those SUGA sites upon which urban development is marginal, based on factors such as the lands biodiversity value or its impact from natural hazards.

There is also a need to continually review planning controls as updated information relating to ecological values, flooding risk, bush fire and other natural hazards becomes available. Proposed actions 13.3, 13.4 and 13.5 respond to the ongoing need to review planning controls in light of new information becoming available.

#### Measures

- Strategies prepared and or reviewed
- Provisions incorporated within LEP, DCP and Policies

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Planning Priority 13  
Actions

(Operating Plan Activity  
(OPA))

13.1 Review the location of the Strategic Urban Growth Areas (SUGA) identified in Ballina LEP 2012. **(Short Term)**

13.2 Develop a SUGA deletion strategy for consideration with the next scheduled review of Ballina LEP 2012 based on the lands assessed capacity to meet environmentally sustainable growth principles and the Land Release Criteria contained in the North Coast Settlement Planning Guidelines 2019 . **(Short Term)**

13.3 Reduce the risk from natural hazards, including the projected effects of climate change, by identifying,

avoiding and managing vulnerable areas and hazards.  
**(Ongoing)**

13.4 Incorporate new knowledge on regional climate projections and related cumulative impacts in local plans with a particular focus on areas proposed for new urban development. **(Ongoing)**

13.5 Review LEP and DCP controls following updates to floodplain, bushfire and coastal management risk mapping. **(Ongoing)**

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## Healthy Environment

### Planning Priority 14

Ballina Shire Council to provide leadership in mitigating and adapting to climate change.

#### Rational

Climate related impacts are already being observed in our community, economy and environment. These include threats from natural hazards such as bushfire, heatwaves, coastal erosion and inundation, drought, flooding and storms with high winds. Other seasonal changes will also be exacerbated by climate change. Council will attempt to manage the impact of climate change on its assets and services and attempt to facilitate our communities and individuals to be better prepared and be more resilient.

#### Measures

- Strategies prepared and or reviewed
- Provisions incorporated within LEP, DCP and Policies

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#### Actions

(Operating Plan Activity  
(OPA))

14.1 Review Council's Climate Action Strategy and prepare contemporary responses that manage the impacts of climate change on Council's assets and services. (Immediate)

14.2 Review land use planning controls and policy to incorporate climate action related risk response requirements. (Medium)

14.3 Use and continue to build on local and regional climate knowledge and data to inform strategic land use planning decisions. (Immediate – Ongoing)

14.4 Embed a climate emergency response into Council's operations to reduce and greenhouse gas emissions. (Immediate)

14.5 Collaborate regionally and with the State government to share knowledge and technical solutions. (Ongoing)

# Implementation, Monitoring and Reporting<sup>15</sup>

## Implementation

The LSPS communicates the long-term land use strategy for the Ballina Shire LGA over a 20-year planning horizon. To realise this strategy, a series of amendments to other Council plans which provide the delivery framework for Council's strategic planning will be required. These plans and their functions are described below:

### Local Environmental Plan (LEP)

LEPs are the principal statutory document which establishes the planning controls for an LGA. Through zoning, development standards and other local provisions the LEP provides the legal framework to ensure development is appropriate and reflects the communities' vision for land use in the LGA.

### Development Control Plan

Are non-statutory plans that provides detailed planning and design guidelines, and development controls to support the LEP.

### Contributions Plan

Division 6 of Part 4 of the EP&A Act 1979 gives Council the power to collect contributions from developers toward public infrastructure required as a consequence of their development.

<sup>15</sup> This chapter has been adapted from the *Example Local Strategic Planning Statement*, Feb 2019, NSW Department of Planning and Environment.

## LEP amendments

Proposed developments which align to the strategic planning direction in the LSPS may require changes to development controls or land use zoning to occur before a development application can be submitted. In this case, an amendment to the LEP would be required.

Amendments to the LEP are subject to planning proposals in accordance with section 3.4 of the EP&A Act 1979. Planning proposals to amend the LEP may either be prepared by Council or by applicants. Alignment to the strategic direction within the LSPS and the strategies that it references will be a significant consideration when determining whether an LEP amendment will proceed. More information on amendments to the LEP can be found in the Department of Planning, Industry and Environment's (DPIE's) *A Guide to Preparing Planning Proposals*.

The Ballina Shire LEP 2012 is due for review in 2020/21. The review of the LEP will also ensure that actions proposed by the LSPS are aligned with relevant LEP provisions.

## Monitoring and review

Council will monitor, review and report on its LSPS to ensure that its planning priorities are being achieved.

Council will use the existing Integrated Planning and Reporting (IP&R) framework under the Local Government Act 1993 for the purpose of monitoring implementation of the LSPS.

Council will seek to integrate its LSPS with its Community Strategic Plan (CSP) when the CSP is reviewed in 2021 following the September 2020 local government elections.

The provisions of the CSP, including its integrated LSPS provisions, will then be reviewed every four years. The first scheduled review will be in 2025.

## Funding and investment

The LSPS will play an important role in Council's resourcing strategy, with preparation of strategies and studies required by this plan funded in the 4-year delivery program and annual operational plans.

## Governance arrangements and partnerships

Existing governance arrangements including collaboration with the Northern Rivers Joint Organisation of Councils will be utilised to support effective approaches to cross boundary issues such as biodiversity, housing and industrial land supply.

The need to work effectively with other councils in the region recognises the wider role that Council's strategic planning and decision-making plays in achieving the objectives of the North Coast Regional Plan 2036. It also recognises the potential impact that strategically important decisions taken by Council regarding critical infrastructure, environmental issues, housing, investment and a range of other topics covered in the LSPS may have on the plans of neighbouring councils.



These valued cross boundary partnerships will also support Council to realise its vision by driving efficiencies in accessing government funding, attracting inward investment and accessing a wider field of expertise.

The LSPS also provides a framework for the coordinated action of many other partners in delivery. Council will continue to work hard to establish effective partnerships with State government agencies and other organisations to support the realisation of the plan.

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# References

This LSPS is based on the template *Example Local Strategic Planning Statement 2019* document prepared by the Department of Planning and Environment.

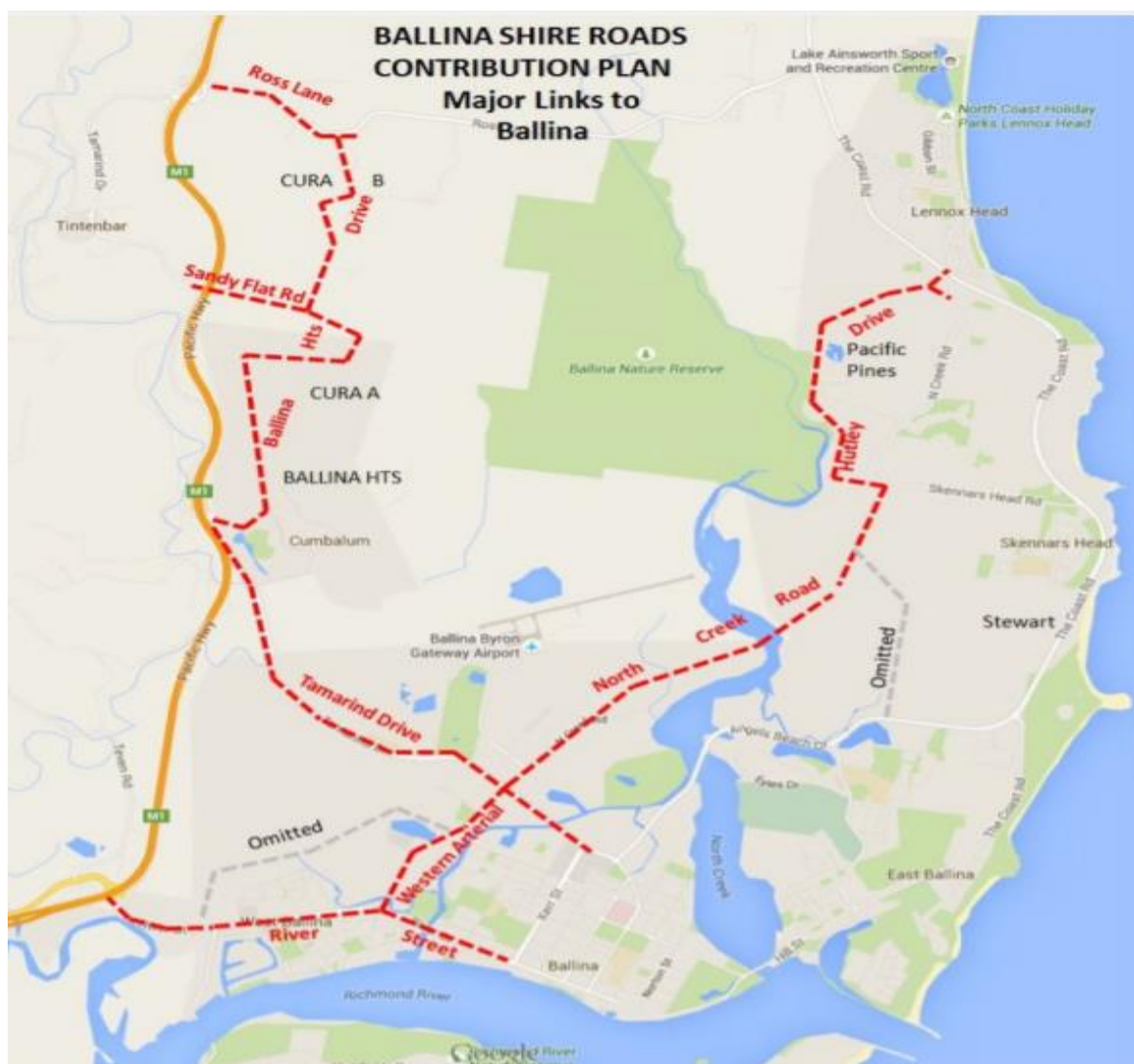
- Alstonville Strategic Plan 2017 – 2037
- Ballina Shire Community Strategic Plan 2017 – 2027
- Ballina Shire Growth Management Strategy 2012
- Ballina Shire Economic Development Strategy 2019
- Ballina Shire Delivery Program and Operating Plan 2019 – 2023
- Ballina Shire Development Control Plan 2012
- Biophysical Strategic Agricultural Land (BSAL): [link here](#)
- Charter for Public Participation – a guide to assist agencies and promote citizen engagement 2018
- Destination Country and Outback NSW Destination Management Plan 2018 – 2020: [link here](#)
- Future Transport Strategy 2056 (Transport for NSW 2018)
- Healthy Estuaries for Healthy Oyster Guidelines 2017
- Living and Working in Rural Areas 2007
- North Coast Destination Management Plan 2018 to 2021
- North Coast Enabling Regional Adaption Final Report 2019
- North Coast Regional Plan 2036
- North Coast Settlement Planning Guidelines 2019
- Northern Rivers Joint Organisation Strategic regional Priorities 2019 – 2022
- Northern Rivers Regional Economic Development Strategy 2018 – 2022
- Northern Rivers Healthy Communities Action Plan 2019
- Planning for Bushfire Protection 2018
- Premiers Priorities [link here](#)
- State of the Climate 2018
- Through the lens: Megatrends shaping our future, 2016
- Wardell Strategic Plan 2015 – 2035
- Wollongbar Strategic Plan 2019 – 2039
- UN Environment Program (2019) Emission – Gap Report 2019

**Appendix 1 - Ballina Byron Gateway Airport summary of infrastructure works within the BBGA 2030 Master Plan**

	Infrastructure Works		Construction Timeframe	Estimated Cost (2019 \$s)
1	Terminal upgrade (Stage 2) - check-in, café, retail, departure lounge, plaza and car-park		<i>Under construction – complete December 2020</i>	\$7M
2	Lighting Upgrade – ALER, lighting controls, PAPIs, RTILS and apron lighting		2019 - 2020	\$0.4M
3	Baggage make-up hall and upgraded office facilities and comms. room		2020 - 2021	\$1.3M
4	RPT apron expansion (Bay 1), concrete pads (Bays 3 and 4) and TWY D (GA)		2020 – 2021	\$0.9M
5	Clearing and levelling of GA site for future development (GA precinct)		2020 - 2021	\$1M
6	Runway upgrade - strengthening, widening, lengthening, AGL and RESAs		2021 – 2025	\$23M
7	Terminal upgrade (Stage 3) – departure lounges, arrivals hall(s), VIP room(s) and passenger clearance facilities		2021 – 2023	\$5M
8	Air Traffic Controller (ATC) (CASA/Airservices dependent)		2023 - 2025	Unknown
9	Upgrade of (commercial) GA apron, taxiway(s) and helipad		2025	\$6M
10	Parallel Taxiway	Western section	2026	\$3M
		Middle section	2028	\$3M
		Eastern Section	2030	\$6M

*BBGA is the third busiest airport in NSW after Sydney and Newcastle airports based on passenger numbers. Monthly aircraft movements ranged from 313 (June 2019) to 414 (December 2018). To June 2019 passenger numbers grew by 1.4% which made the BBGA the 8th fastest growing airport in Australia.*

## Appendix 2 - Ballina Shire Roads Contribution Plan Location of Major Road Work Proposals



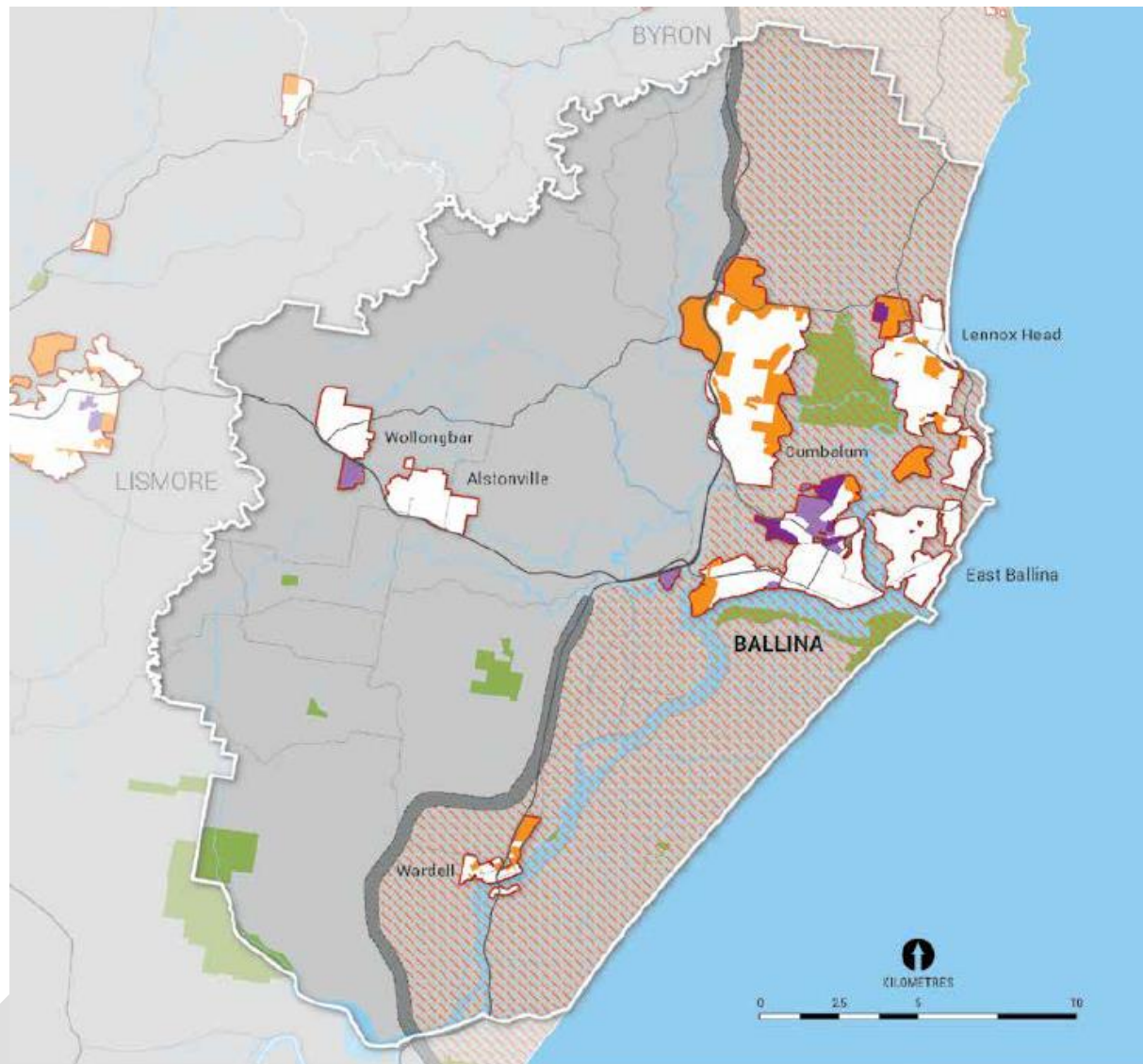
Note:

*The Ballina Shire Roads Contributions Plan Version 4.1*

*This plan came into effect on 8 August 2018. It enables Council to levy s. 7.11 developer contributions for the augmentation works required to the Shire road network to accommodate future traffic growth resulting from development. There is a comprehensive program for works to address the traffic growth to the year 2036 associated with projected growth in population and industrial/commercial development. In total works valued in excess of \$163 million (2018/19) are proposed of which 87% will be required to be funded by developer contributions.*

### Appendix 3 – Urban Growth Area Map for Ballina Local Government Area

(Extracted from North Coast Regional Plan 2036)



	Urban Growth Area		Railway
	Investigation Area – Urban Land		Highway
	Investigation Area – Employment Land		Proposed Highway Upgrade Corridor
	Existing Employment Land		National Park and Reserve
	Coastal Strip		Waterway
	LGA Boundary		

Growth areas show the boundaries of urban areas and, as such, identify both existing and proposed urban lands.

Not all land identified within the growth areas can be developed for urban uses. All sites will be subject to more detailed investigations to determine capability and future yield. Land that is subject to significant natural hazards and/or environmental constraints will be excluded from development.

## Appendix 4 - North Coast Regional Plan 2036 Directions and Ballina Shire Strategic Planning Action Responses<sup>16</sup>

Direction 1: Deliver environmentally sustainable growth	Direction 2: Enhance biodiversity, coastal and aquatic habitats, and water catchments	Direction 3: Manage natural hazards and climate change	Direction 4: Promote renewable energy opportunities	Direction 5: Strengthen communities of interest and cross-regional relationships
<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.1i (Review LGMS).</li> <li>HE3.1g Review Local Environmental Plan (LEP).</li> <li>HE3.1f Review environmental protection zone framework.</li> <li>HE3.1k Manage LEP amendment requests.</li> </ul> <p>HE3.2h (Prepare Biodiversity Strategy).</p> <p><b>LSPS Response</b> Refer LSPS Planning Priority 13, and <b>Actions:</b></p> <p><i>PP13- Focus development to areas of least biodiversity sensitivity and least exposure to natural hazards such as flooding and bush fire risk.</i></p> <p><b>Actions:</b></p> <p>13.1 Review the location of the Strategic Urban Growth Areas (SUGA) identified in Ballina LEP 2012.</p> <p>13.2 Develop a SUGA deletion strategy for consideration with the next scheduled review of Ballina LEP 2012 based on the lands assessed capacity to meet environmentally sustainable growth principles and the Land Release Criteria contained in the North Coast Settlement Planning Guidelines 2019.</p> <p>13.3 Reduce the risk from natural hazards, including the projected effects of climate change, by identifying, avoiding and</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.1f Review environmental protection zone framework.</li> <li>HE3.1g Review Local Environmental Plan (LEP).</li> <li>HE3.1k Manage LEP amendment requests.</li> <li>HE3.2h (Prepare Biodiversity Strategy).</li> <li>HE1.2a (Implement Richmond River Coastal Management Plan).</li> <li>HE1.2b (Implement Shaws Bay Coastal Management Plan).</li> <li>HE1.2c Implement Lake Ainsworth Coastal Management Plan.</li> <li>HE1.2d Implement North Creek Coastal Management Plan.</li> <li>HE1.2e Implement Urban Stormwater Management Plan.</li> </ul> <p><b>LSPS Response</b> Refer LSPS Planning Priority 12, and <b>Actions:</b></p> <p>PP12 - Ensure that the biodiversity values of the Shire are identified and where required protection strategies are implemented.</p> <p><b>Actions:</b></p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.1h Review Development Control Plan (Annual DCP Review Process).</li> <li>HE1.1d Review Climate Action Strategy.</li> <li>HE1.1a (Implement Ballina Coastline Management Plan).</li> <li>HE1.1b (Implement Floodplain Management Plans).</li> <li>HE1.1c (Review the Environmental Action Plan).</li> <li>HE3.1i (Review LGMS).</li> <li>HE3.1g Review Local Environmental Plan (LEP).</li> </ul> <p><b>LSPS Response</b> Refer LSPS Planning Priority 14, and <b>Actions:</b></p> <p><i>PP14 - Ballina Shire Council to provide leadership in mitigating and adapting to climate change.</i></p> <p><b>Actions:</b></p> <p>14.1 Review Council's Climate Action Strategy and prepare contemporary responses that manage the impacts of climate change on Council's assets and services.</p> <p>14.2 Review land use planning controls and policy to incorporate climate action related risk response requirements.</p> <p>14.3 Use and continue to build on local and regional climate</p>	<p><b>This Direction is the responsibility of the Office of Environment and Heritage</b></p> <p><b>Note:</b> Council has incorporated solar panels within new building projects and on existing sites whenever opportunities arise. Examples include Alstonville and Ballina Swimming Centres, Ballina Waste Water Treatment Plant, Ballina Library. Total power generating capacity from solar panels as of October 2019 was 579kw.</p> <p>An additional \$900,000 has been allocated for the installation of solar panels during 2019/20 which aims to increase generation capacity to 1mw.</p>	<p><b>LSPS Response</b></p> <p>Refer LSPS Planning Priority 7 and 10, and <b>Actions:</b></p> <p><i>PP7 – Engage with the Northern Rivers Joint Organisation (NRJO) to develop an environmentally sustainable Northern Rivers regional approach to the release of land for housing and industry as well as the location of key industries.</i></p> <p><b>Actions:</b></p> <p>7.1 Collaborate with the NRJO to determine the potential to align planning controls relating to land release matters for Northern Rivers coastal councils with those applicable to the Gold Coast.</p> <p>7.2 Collaborate with the NRJO on regional and intra-regional housing and employment land delivery and industry development based on an environmentally sustainable growth model.</p> <p>7.3 Work with NRJO for the regional planning of water quality initiatives focusing on catchment or sub-catchment level approaches.</p> <p><i>PP10. Maximise opportunities associated with the growth in South Eastern Queensland and the</i></p>

<sup>16</sup> References such as HE3.1i refer to activities contained within the 2019/2023 Delivery Program and Operation Plan (DPOP). The DPOP document also contains a timetable for when nominated activities are scheduled to commence. See [Integrated Planning and Reporting](#) for details.

<p>managing vulnerable areas and hazards. (Ongoing)</p> <p>13.4 Incorporate new knowledge on regional climate projections and related cumulative impacts in local plans with a particular focus on areas proposed for new urban development.</p> <p>13.5 Review LEP and DCP controls following updates to floodplain, bushfire and coastal management risk mapping.</p>	<p>11.1 Prepare a Biodiversity Strategy and incorporate relevant provisions within the LEP, DCP and Policy.</p> <p>11.2 Prepare a Biodiversity Policy based on the avoid, minimise, offset hierarchy to biodiversity.</p> <p>11.3 Finalise Shire wide Biodiversity Values Mapping.</p>	<p>knowledge and data to inform strategic land use planning decisions.</p> <p>14.4 Embed a climate emergency response into Council's operations to reduce and greenhouse gas emissions.</p> <p>14.5 Collaborate regionally and with the State government to share knowledge and technical solutions.</p>		<p><i>increased connectivity provided by the upgraded Pacific Motorway and digital technology.</i></p> <p>10.1 Maintain a watching brief for opportunities provided by the increased connectivity to South Eastern Queensland. (Includes potential for a food industry and tourism hub near Ballina Byron Gateway Airport)</p> <p>10.2 Maintain a watching brief to monitor the manner in which the Gold Coast Airport impacts on the future development of the Ballina Byron Gateway Airport)</p> <p>10.3 Maintain a watching brief on opportunities provided by digital technologies and their impact on land use planning strategies.</p> <p>10.4 Investigate the application of a B6 Enterprise zone on certain properties fronting the Old Pacific Highway at Wardell. (Action 25 - Wardell Strategic Plan 2015 – 2035).</p>
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Direction 6: Develop successful centres of employment	Direction 7: Coordinate the growth of regional cities	Direction 8: Promote the growth of tourism	Direction 9: Strengthen regionally significant transport corridors	Direction 10: Facilitate air, rail and public transport infrastructure
<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• PE3.1c Progress availability of land at the Southern Cross Industrial Estate.</li> <li>• PE3.1b Progress construction of Airport Boulevard and associated developments.</li> </ul> <p><b>LSPS Response</b></p> <p>Refer LSPS <b>Planning Priority 3 and 5</b> and <b>Actions:</b></p> <p><i>PP3 - Stimulate economic activity, and provide improved access to local services and facilities, by reviewing planning controls around major shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport, and education facilities.</i></p> <p><b>Actions:</b></p> <p>3.1 Prepare a precinct plan for land in proximity to Ballina Hospital, and incorporating St Andrews Village, Ballina Central Shopping Centre, Fox Street Community Preschool, Biala Special School, Super Amart and the Cherry Street Sports Club, being the area bounded by Burnett Street, Cherry Street, Bangalow Road, and Kerr Street prior to the next major hospital expansion project. <b>(Short Term)</b></p> <p>3.2 Implement health precinct plan by preparing associated LEP and DCP amendments to facilitate hospital associated land uses.</p> <p>3.3 Collaborate with NSW Health on the upgrading of Ballina Hospital to provide</p>	<p><b>This Direction is the responsibility of the Department of Planning, Industry and Environment</b></p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• PE1.1a Implement regional visitor services strategy.</li> <li>• PE1.1b Participate in and leverage opportunities to market the Ballina Coast and Hinterland.</li> <li>• PE1.1c Implement Destination Management Plan.</li> <li>• PE2.2a Implement Ballina – Byron Gateway Airport upgrades.</li> <li>• HE3.1k Manage LEP amendment requests.</li> </ul>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1g Review Local Environmental Plan (LEP).</li> <li>• PE3.1c Progress availability of land at the Southern Cross Industrial Estate.</li> <li>• PE3.1b Progress construction of Airport Boulevard and associated developments.</li> <li>• HE3.1g Review Local Environmental Plan (LEP).</li> <li>• HE3.1h Review Development Control Plan (DCP).</li> </ul> <p><b>Note:</b> The Teven Road Transport and Logistics Precinct at West Ballina was created in May 2017 (Ballina LEP 2012 Amendment No 32). The precinct is located at the junction of the Bruxner and Pacific Motorway. Development for the purpose of freight transport facility, warehouse or distribution centre is permitted with development consent within this precinct.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• PE3.1c Progress availability of land at the Southern Cross Industrial Estate.</li> <li>• PE3.1b Progress construction of Airport Boulevard and associated developments.</li> </ul> <p><b>LSPS Response</b></p> <p>Refer LSPS <b>Planning Priority 3</b> and <b>Action:</b></p> <p><i>PP3- Stimulate economic activity, and provide improved access to local services and facilities, by reviewing planning controls around major shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport, and education facilities.</i></p> <p><b>Action:</b></p> <p>3.1 Prepare a precinct plan for land in proximity to Ballina Hospital, and incorporating St Andrews Village, Ballina Central Shopping Centre, Fox Street Community Preschool, Biala Special School, Super Amart and the Cherry Street Sports Club, being the area bounded by Burnett Street, Cherry Street, Bangalow Road, and Kerr Street prior to the next major hospital expansion project. <b>(Short Term)</b></p> <p>3.2 Implement health precinct plan by preparing associated LEP and DCP amendments to facilitate hospital associated land uses.</p>



<p>District level health care facilities and as a national centre of excellence for geriatric health care.</p> <p>3.4 Prepare a master plan for Southern Cross Industrial Estate Expansion Area which incorporates the airport precinct.</p> <p>3.5 Prepare precinct plans for land adjoining Ballina Shire TAFEs and school facilities.</p> <p>3.6 Collaborate with NSW Education on a priority plan and Memorandum of Understanding for the shared/ joint use of educational facilities within the shire.</p> <p><i>PP5 - Maintain a supply of suitably located industrial land close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head so as to foster local employment opportunities and to reduce journey to work travel distances.</i></p> <p>5.1 Evaluate the suitability of rural land adjoining the Russelton Industrial Estate for industrial use.</p> <p>5.2 Incorporate within the Lennox Head placed based strategic plan an evaluation of the employment land area located in Ross Lane and designated within the North Coast Regional Plan 2036.</p> <p>5.3 Prepare associated LEP and DCP amendments to facilitate industrial rezoning should land adjoining Russelton Industrial Estate and in Ross Lane, Lennox Head (as designated in the NCRP) prove suitable.</p>				<p>3.3 Collaborate with NSW Health on the upgrading of Ballina Hospital to provide District level health care facilities and as a national centre of excellence for geriatric health care.</p> <p>3.4 Prepare a master plan for Southern Cross Industrial Estate Expansion Area which incorporates the airport precinct.</p> <p>3.5 Prepare precinct plans for land adjoining Ballina Shire TAFEs and school facilities.</p> <p>3.6 Collaborate with NSW Education on a priority plan and Memorandum of Understanding for the shared/ joint use of educational facilities within the shire.</p>
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Direction 11: Protect and enhance productive agricultural lands	Direction 12: Grow agribusiness across the region	Direction 13: Sustainably manage natural resources	Direction 14: Provide great places to live and work	Direction 15: Develop healthy, safe, socially engaged and well-connected communities
<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1i (Review LGMS).</li> <li>• HE3.1g Review Local Environmental Plan (LEP).</li> <li>• E3.1b Implement Place Based Strategic Plans.</li> <li>• Alstonville Strategic Plan 2017 - 2037 Action 15 - Review planning controls to ensure that farm based tourism initiatives are permitted and development controls such as parking, setbacks and other design standards are supported by the community.</li> </ul> <p><b>LSPS Response</b></p> <p>Refer to LSPS <b>Planning Priority 4 and 11</b> and <b>Actions:</b></p> <p><i>PP3. Encourage activities within the rural hinterland that stimulates economic activity by value adding to farm based production and that promote rural tourism.</i></p> <p><b>Actions:</b></p> <p>4.1 Finalise LEP amendment to permit Farm Gate Retail Activity on rural land.</p> <p>4.2 Monitor effectiveness of the roadside stalls as exempt development LEP amendment.</p> <p>4.3 Prepare an LEP amendment to restrict function centres within rural areas.</p> <p>4.4 Prepare a land use strategy for agricultural land.</p> <p><i>PP11. Protect and enhance productive agricultural lands through the development of a Ballina Shire Agricultural Land Use Strategy</i></p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1i (Review LGMS).</li> <li>• HE3.1g Review Local Environmental Plan (LEP).</li> </ul> <p><b>LSPS Response</b></p> <p>Refer to LSPS <b>Planning Priority 4</b> and <b>Actions:</b></p> <p><i>PP4 - Encourage activities within the rural hinterland that stimulates economic activity by value adding to farm based production and that promote rural tourism.</i></p> <p><b>Actions:</b></p> <p>4.1 Finalise LEP amendment to permit Farm Gate Retail Activity on rural land.</p> <p>4.2 Monitor effectiveness of the roadside stalls as exempt development LEP amendment.</p> <p>4.3 Prepare an LEP amendment to restrict function centres within rural areas.</p> <p>4.4 Prepare a land use strategy for agricultural land.</p> <p><b>Note:</b> Strategy changes at the CSP level are not required. This issue is able to be considered through the existing programmed review process applicable to LEP 2012 and the Growth Management</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1i (Review LGMS).</li> <li>• HE3.1g Review Local Environmental Plan (LEP).</li> </ul> <p><b>LSPS Response</b></p> <p>Refer to LSPS <b>Planning Priority 4</b> and <b>Actions:</b></p> <p><i>Encourage activities within the rural hinterland that stimulates economic activity by value adding to farm based production and that promote rural tourism.</i></p> <p><b>Actions:</b></p> <p>4.1 Finalise LEP amendment to permit Farm Gate Retail Activity on rural land.</p> <p>4.2 Monitor effectiveness of the roadside stalls as exempt development LEP amendment.</p> <p>4.3 Prepare an LEP amendment to restrict function centres within rural areas.</p> <p>4.4 Prepare a land use strategy for agricultural land.</p> <p><b>Notes:</b> This issue is able to be considered through the existing programmed review process applicable to LEP 2012 and the Growth Management Strategy.</p> <p>In respect to mining and extractive industries it is considered that a response is needed at the State</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• E3.1b Implement Place Based Strategic Plans. <ul style="list-style-type: none"> <li>• Wardell Strategic Plan 2015.</li> <li>• Alstonville Strategic Plan 2017.</li> <li>• Wollongbar strategic plan 2019.</li> <li>• Ballina Major Regional Centre Strategy 2015.</li> </ul> </li> <li>• HE3.1d Review Planning Framework for Lennox Head.</li> <li>• HE3.1e Review planning framework for the Cumbalum release area.</li> </ul>	<p><b>LSPS Response</b></p> <p>Refer LSPS <b>Planning Priority 1 and 2</b> and <b>Actions:</b></p> <p><i>PP1 - Review community infrastructure needs within the shire's towns, villages and rural localities and incorporate requirements within the Open Space and Community Facilities Developer Contribution Plan.</i></p> <p><b>Actions:</b></p> <p>1.1 Undertake a gap analysis of existing community facilities to establish whether the nature of facility meets community requirements.</p> <p>1.2. Prepare community facility benchmarks and minimum standards for community facilities in existing and proposed urban areas, and rural localities.</p> <p>1.3. Review Council's Community Facilities Strategy and prepare a new Community Facilities Strategic Plan.</p> <p>4.4. Review Council's Open Space and Community Facilities Developer Contributions Plan.</p> <p>1.5. Continued implementation of Council's Disability Inclusion Action Plan and Ageing Strategy.</p> <p><i>PP2 - Encourage urban design which increases chances for social interaction and connectedness.</i></p> <p>2.1 Prepare DCP subdivision, residential and commercial design</p>

<p>11.1 Prepare an Agricultural Land Use Strategy and incorporate relevant provisions within the LEP and / or DCP.</p>	<p>Strategy. This issue is also considered to be a State issue. The SEPP (Mining, Petroleum Production and Extractive Industries) 2007 is in need of review. Council has made a detailed submission to the DPE in November 2018 and as at June 2019 is still awaiting a response.</p>	<p>level. The SEPP (Mining, Petroleum Production and Extractive Industries) 2007 is in need of review. Council has made a detailed submission to the DPE in November 2018.</p>		<p>guidelines which encourage opportunities for social interaction</p> <p>2.2 Include consideration of the draft Urban Design for Regional NSW guidelines when designing new or renewed public spaces and street works.</p>
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<b>Direction 16:</b> Collaborate and partner with Aboriginal communities	<b>Direction 17:</b> Increase the economic self-determination of Aboriginal communities	<b>Direction 18:</b> Respect and protect the North Coast's Aboriginal heritage	<b>Direction 19:</b> Protect historic heritage	<b>Direction 20:</b> Maintain the region's distinct built character
<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• CC2.3 Assist disadvantaged groups within our community.</li> <li>• CC2.3f Undertake initiatives to improve engagement with the Aboriginal Community.</li> </ul> <p>Actions completed include:</p> <p>Aboriginal Cultural Heritage Study 2011 and associated GIS mapping. Aboriginal Cultural Heritage. Study undertaken in collaboration with JALI LALC.</p> <p>Aboriginal Heritage Site Cards (65) prepared in 2015 and forwarded to OEH for incorporation into AHIMS. Site cards prepared in collaboration with JALI and local Aboriginal elders.</p> <p>Aboriginal Cultural Ways Interpretive Signage Project and Coastal Pathway Project 2016. Achieved through collaboration and partnering with JALI LALC.</p>	<p><b>Response</b></p> <p><b>A response to this Direction is substantially the responsibility of Aboriginal Affairs NSW as indicated in the NCRP 2036.</b></p> <p>The Wardell Strategic Plan 2015 – 2035 incorporates the follow actions:</p> <p>3. Investigate the establishment of an Indigenous Cultural and Training facility.</p> <p>4. Investigate opportunities for heath land tourism and education in the Ngunya Jargoan Indigenous Protection Area.</p> <p>11. Investigate the establishment of a tourism guide course at local TAFEs.</p>	<p><b>Response</b></p> <p>Aboriginal Cultural Heritage Study 2011 and associated GIS mapping. Aboriginal Cultural Heritage. Study undertaken in collaboration with JALI.</p> <p>Aboriginal Cultural Heritage Procedure implemented 2014. Implementation included a staff training program.</p> <p>Aboriginal Heritage Site Cards (65) prepared in 2015 and forwarded to OEH for incorporation into AHIMS. Site cards prepared in collaboration with JALI and local Aboriginal elders.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1h Review Development Control Plan (DCP).</li> <li>• HE3.1b Implement Place Based Strategic Plans.</li> <li>• Alstonville Strategic Plan 2017 - 2037 Actions 3, 4, 5 and 9 address heritage issues within Alstonville village.</li> <li>• Wardell Strategic Plan Action 8 - historic walking trail establishment.</li> </ul> <p><b>LSPS Response</b></p> <p>Refer LSPS <b>Planning Priority 8</b> and <b>Actions:</b></p> <p><i>PP8 - Protect the shire's historic heritage.</i></p> <p><b>Actions:</b></p> <p>8.1 Incorporate references to best-practice guidelines such as the <i>Australia ICOMOS Charter for Places of Cultural Significance</i> and the <i>NSW Heritage Manual</i> within Ballina Shire DCP 2012.</p> <p>8.2 Incorporate heritage actions into place based strategic plans.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>• HE3.1h Review Development Control Plan (DCP).</li> <li>• Wardell Strategic Plan Action 18 – <i>Develop a Housing Design Guide for home builders and renovators within the old sections of Wardell Village centred on Richmond Street.</i></li> <li>• Alstonville Strategic Plan Action 3 and 4:</li> </ul> <p>3. <i>Encourage heritage listing of properties with local heritage value within BLEP 2012,</i></p> <p>4. <i>Consider expansion of heritage provisions within Ballina Shire Development Control Plan 2012</i></p> <p><b>LSPS Response</b></p> <p>Refer LSPS <b>Planning Priority 9</b> and <b>Actions:</b></p> <p><i>PP9 - Ensure that new development is of a high standard in accordance with best practice guidelines applicable to Northern and Regional NSW.</i></p> <p><b>Actions:</b></p> <p>9.1 Incorporate references to the <i>North Coast Urban Design Guidelines (2009).</i></p> <p>9.2 Consider adopting the proposed <i>Design Guide Urban Design for Regional NSW</i> within Council's DCP once it has been finalised.</p> <p>9.2 Audit shop top housing development completed in Ballina and Lennox Head during 2019 for</p>

				<p>consistency with the <i>North Coast Urban Design Guidelines (2009)</i>. 9.3 Audit placed based strategic plans for consistency with the Principles of Consolidated Growth contained within the Settlement Growth Guidelines which form a part of the North Coast Urban Design Guidelines, and with the draft <i>Design Guide Urban Design for Regional NSW</i>. (Immediate)</p> <p>9.4 Undertake training of relevant Council staff in the Guideline provisions of both the <i>North Coast Urban Design Guidelines (2009)</i> and the proposed draft <i>Design Guide Urban Design for Regional NSW</i>.</p>
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Direction 21: Coordinate local infrastructure delivery	Direction 22: Deliver greater housing supply	Direction 23: Increase housing diversity and choice	Direction 24: Deliver well-planned rural residential housing areas	Direction 25: Deliver more opportunities for affordable housing
<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.3j Maintain contemporary Developer Contribution Plan for Open Spaces and Community Facilities.</li> <li>HE3.3b Maintain contemporary Water and Wastewater Developer Contribution Plans.</li> <li>HE3.3c Maintain contemporary Car Parking Developer Contribution Plan.</li> <li>HE3.3d Maintain contemporary Roads Developer Contribution Plan.</li> <li>PE3.2c Monitor infrastructure to support the identified growth areas at Lennox Head, Skennars Head, Wollongbar and Cumbalum.</li> </ul> <p><b>Notes:</b> Infrastructure planning is undertaken in the context of the scheduled review of contribution plans. The Alstonville Sewerage Treatment Plan Master Plan scheduled for completion in 2020 examines the waste water treatment requirements generated by Alstonville and Wollongbar residential areas and expansion proposals. Waste Water treatment Master Plans are also proposed for Lennox Head ( 2019/20), Wardell (2021/22). Preparation of a Wastewater Network Master Plan is also scheduled for 2019/20.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.1i (Review LGMS).</li> </ul> <p><b>Note:</b> Ballina Shire has in excess of 20 years residential housing supply as indicated in the LSPS.</p> <p><b>LSPS Response</b> Refer LSPS <b>Planning Priority 6</b> and <b>Actions:</b> <i>PP6 - Incorporate diverse housing choice options, including infill development options, when preparing placed based strategic plans.</i></p> <p><b>Actions</b> 6.1 Monitor and review uptake of housing choice initiatives incorporated within existing place based strategic plans. 6.2 Incorporate housing choice option strategies within placed based strategic plans. 6.3 Implement through planning proposals or DCP amendments housing choice initiatives incorporated within place based strategic plans.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>HE3.1g Review Local Environmental Plan (LEP).</li> <li>HE3.1i (Review LGMS).</li> <li>HE3.1b Implement Place Based Strategic Plans.</li> </ul> <p><b>LSPS Response</b> Refer LSPS <b>Planning Priority 6</b> and <b>Actions:</b> <i>PP6 - Incorporate diverse housing choice options, including infill development options, when preparing placed based strategic plans.</i></p> <p><b>Actions</b> 6.1 Monitor and review uptake of housing choice initiatives incorporated within existing place based strategic plans. 6.2 Incorporate housing choice option strategies within placed based strategic plans. 6.3 Implement through planning proposals or DCP amendments housing choice initiatives incorporated within place based strategic plans.</p>	<p><b>Response</b></p> <p><b>Note:</b> There are no proposals to examine the provision of rural residential housing areas. A number of rural residential housing estates already exist in Ballina Shire and were the product of previous planning controls. Minimum lot size controls now prevent further fragmentation of rural lots.</p>	<p><b>DPOP Response</b></p> <ul style="list-style-type: none"> <li>PE3.2b Release land at Council's Wollongbar Residential Land Holding.</li> <li>HE3.1i (Review LGMS).</li> <li>PE3.2d Facilitate local affordable housing planning and policy framework.</li> </ul> <p><b>LSPS Response</b> Refer LSPS <b>Planning Priority 6</b> and <b>Actions:</b> <i>PP6 - Incorporate diverse housing choice options, including infill development options, when preparing placed based strategic plans.</i></p> <p><b>Actions</b> 6.1 Monitor and review uptake of housing choice initiatives incorporated within existing place based strategic plans. 6.2 Incorporate housing choice option strategies within placed based strategic plans. 6.3 Implement through planning proposals or DCP amendments housing choice initiatives incorporated within place based strategic plans.</p>

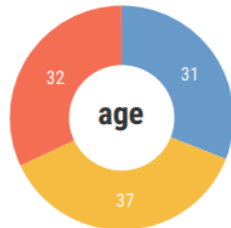
## Appendix 5 – Shire Snapshots 2019

Diagrams extracted from Measuring Local Government Performance, NSW Office of Local Government, 3 October 2019 see [measuring your council performance](#).

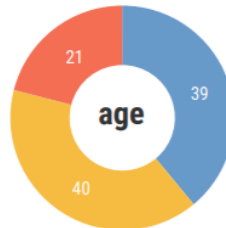
Emission data from Snapshot – community climate tool, developed by Ironbark Sustainability and Beyond Zero Emissions.

### Population

 31 - 60 years  
 over 60 years



Council Population (%)




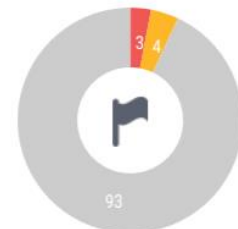
State Population (%)

 **6%**  
 Population Change Last 5 Years



Council Population Gender

 Aboriginal & Torres Strait Islander  
 Non English Speaking Background



Your Local Population (%)




### Economy

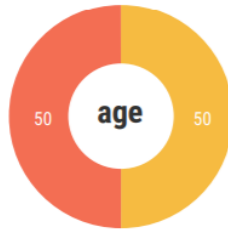
#### Your Local Economy

Your Local Economy	Result	Group Avg.
Unemployment Rate (%)	3.5	5.6
Avg Taxable Income (\$)	48,108	51,844
Avg Household Size (No.)	2.3	2.4
Value Of DA's Determined (\$'000)	N/A	N/A
Active Businesses In LGA (No.)	4,244	3,288

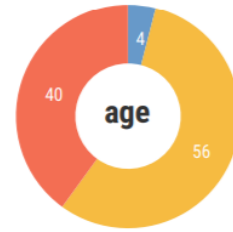
### Community Leadership

## Demographics of Councillors

-  under 30 years
-  31 - 59 years
-  over 60 years

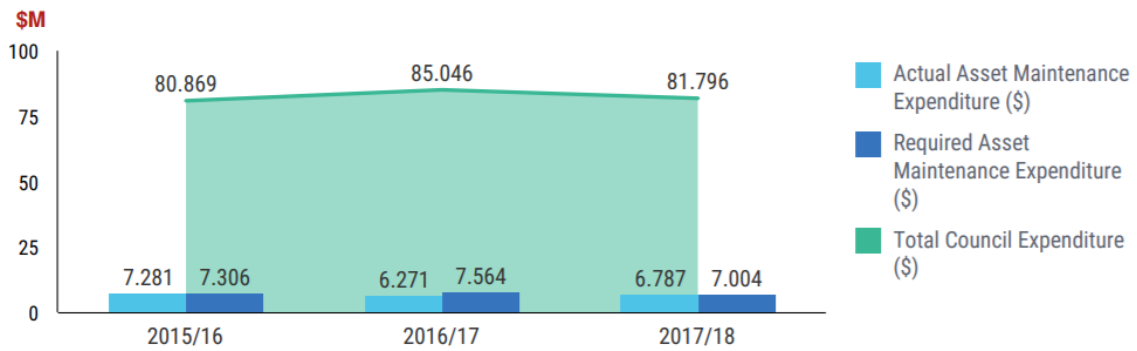


Councillors (%)



Councillors State Avg. (%)

## Council's Spending on Assets



## Council Expenditure on Services (%)

-  Governance & Administration
-  Public Order, Safety, Health, Water & Sewer
-  Environment (inc. waste)
-  Community Services, Education, Housing & Amenities
-  Recreation & Cultural
-  Roads, Bridges & Footpaths
-  Other Services



## State Average Expenditure on Services (%)

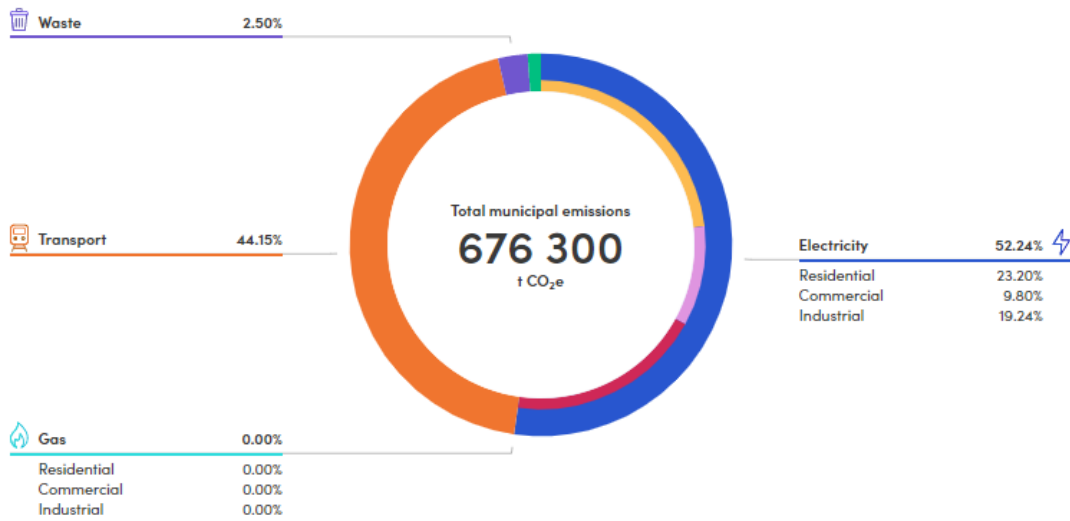
-  Governance & Administration
-  Public Order, Safety, Health, Water & Sewer
-  Environment (inc. waste)
-  Community Services, Education, Housing & Amenities
-  Recreation & Cultural
-  Roads, Bridges & Footpaths
-  Other Services





# Ballina

## 2017 municipal emissions snapshot



Ballina is a regional area that is small in area relative to the state average and has a moderate urban density. It's major emissions source is electricity consumption, due to the community's scale of population and commercial activity. The second largest source of emissions is on road transportation.

The carbon emissions for Ballina have undergone a modest increase since 2005, with a large proportion of this change occurring in the last few years.

Source	Sector	Emissions (t CO <sub>2</sub> e)
Electricity	Residential	156 900
	Commercial	66 300
	Industrial	130 100
Gas	Residential	0
	Commercial	0
	Industrial	0
Transport	On road	168 000
	Domestic air travel	130 600
Waste	Landfill	10 200
	Water	6 700
Agriculture		7 500
Land Use		2 300

Land Use data is not used in the chart nor the displayed total municipal emissions.

## About this report

This report outlines the major sources of carbon emissions for the entire municipality. Due to the approximate nature of the profile, the emission values are represented as rounded numbers. This report includes the following sources:

- Stationary energy (grid supplied electricity/gas)
- Transport (on-road use and domestic passenger air travel)
- Waste (landfill and wastewater)
- Agriculture (enteric fermentation, manure management, and synthetic fertilizer use)
- Land Use Change (land clearance and reforestation)

It has been developed to be consistent with the Global Protocol of Carbon Emissions reporting (GPC Protocol), the main international standard for cities and local government areas.

The Snapshot provides you with a profile of your municipality's emissions for the inventory year (2017) and gives a breakdown of emissions by sector. This Snapshot of your local government area's greenhouse gas emissions profile is based on porioning state level data sets. Snapshot can be used alongside local data sets where more detail is needed.

There are a number of minor emissions sources that are included as part of a larger total or excluded. The full list of inclusions and exclusions can be found in the Methodology document.

For help using this report to plan CO<sub>2</sub> reductions strategies, please see our [user guide](#).

